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The Messages and Proclamations

OF THE

Governors

OF THE

STATE *of* MISSOURI

COMPILED AND EDITED BY

SARAH GUITAR

and

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PREFACE

This volume of the "Messages and Proclamations of the Governors of the State of Missouri" includes the messages and proclamations of Governors Elliott W. Major (1913-1917), and Frederick D. Gardner (1917-1921).

FLOYD C. SHOEMAKER.

Columbia, 1928.

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GOVERNOR ELLIOTT WOOLFOLK MAJOR

ELLIOTT W. MAJOR
Governor 1913-1917

ELLIOTT WOOLFOLK MAJOR

BY

SARAH GUITAR

Elliott W. Major, thirty-third governor of Missouri, was born in Lincoln county, Missouri, October 20, 1864, the son of James R. and Sarah A. (Woolfolk) Major. His early education was completed in the public schools of his native county. Later he went to Watson Seminary at Ashley, Pike county, and some years later Wesleyan College at Warrenton, Missouri, conferred upon him an honorary B. S. degree. Mr. Major's first years after leaving school were spent as a teacher, but he became dissatisfied in this profession and turned to the study of law. He obtained his legal education and his first experience under the Honorable Champ Clark of Bowling Green, Missouri, and was admitted to the bar when twenty-one years of age.

Governor Major's political career began in 1896 with his successful candidacy for state senator. He served in the 39th General Assembly as senator from the eleventh district, composed of Pike, Lincoln, and Audrain counties. Three years later, in 1899, he was chosen as a member of the commission to revise the statutes of Missouri. In the state primaries of 1908, he received without opposition the Democratic nomination for the office of attorney-general of Missouri, and was elected in the following general election.

As attorney-general Major gave the State four years of able service. Here his legal experience stood him in good stead and during his term he brought to a successful conclusion many of the corporation prosecutions instigated by Herbert S. Hadley during his term as attorney-general. As a result of Hadley's energetic work as attorney-general, there were then pending in the Supreme Court of the United States cases against the lumber trust, the oil trust, and the harvester and beef trusts. All of these Major brought to a successful termination. A fine of $358,000 was exacted

from the lumber trust alone and was paid into the State treasury. He also won the two-cent passenger fare and maximum freight-rate cases which had been in litigation in the United States Supreme Court since the early days of Hadley's fight upon the corporations.

It was largely because of Major's record in the office of attorney-general that he was accorded the Democratic nomination for governor in 1912, and was elected in November of that year. The General Assembly elected at that time was predominantly Democratic in both houses. Major was inaugurated on January 13, 1913. In his address to the legislature he stressed as the major issues of his administration, "better schools, better roads, better agriculture, and better community life."

His recommendations to the General Assembly included such measures as: an education commission to investigate and report on the State's school problems; improved rural schools; a state highway department to have supervision of state road funds, more state aid to counties, and the use of convict labor in the building of public roads; creation of a state tax commission, equalized and more thorough tax assessment; a public service commission; a board of pardons and paroles; home rule for the large cities; a workmen's compensation law; simplification of court procedure; and ratification of the Federal amendment providing for direct election of United States senators.

Favorable legislative action was taken upon the following measures: creation of a state highway department; a public service commission; a board of pardons and paroles; enactment of several laws in aid of weak rural school districts and high schools; authorization of a commission form of city government; of municipal presidential primaries; and ratification of the constitutional amendment providing for the direct election of United States senators. Unlike his predecessor, Hadley, Governor Major was inclined to view with optimism the State's financial problems. In speaking of the financial problem, Governor Major said: "The revenues of the State are ample to conduct its business and

also care for, in an efficient way, all of our educational, eleemosynary and penal institutions when economically expended and that without increasing the burdens of taxation upon the people, or upon any business or class."

In his biennial message of 1915, Governor Major urged upon the 48th General Assembly, as the principal measures for legislation, the establishment of a state reformatory at Boonville in place of the training school for boys; creation of a commission for the blind; a state industrial commission; a central purchasing board for all state institutions; simplification of court procedure; a workmen's compensation law; purchase of a penitentiary farm for the employment of convicts; and the enactment of a law articulating with the Smith-Lever act of Congress whereby Missouri through its agricultural college would receive Federal aid for co-operative agricultural extension work.

Of these measures, three received favorable consideration by the legislature. An act was passed converting the training school for boys into a state reformatory, and providing for receiving and segregating first offenders and for transfer of youthful and first offenders from the penitentiary; a state commission for the blind was created, whose duties included compilation of statistics regarding the blind of the State and the maintenance of a bureau of employment for the blind; and a law was enacted meeting the terms of the Smith-Lever act of Congress, enabling the college of agriculture of the University of Missouri to receive Federal funds for co-operative extension work with the U. S. department of agriculture. One interesting enactment of Governor Major's administration was the adoption by the General Assembly of an official state flag of original design, embodying the national red, white and blue, and the state coat of arms. Governor Major's term of office expired on January 5, 1917. Upon his return to private life he resumed the practice of law.

Governor Major was married on June 14, 1887, to Miss Elizabeth Myers, a daughter of Mr. Ovid Myers of Bowling Green, Missouri. The children of this union, two daughters

and a son, are: Miccah F., Elliott Myers, and Elizabeth. Governor Major is a member of the American Bar Association, the Missouri State Bar Association, and of a number of fraternal orders, chief among them the Masonic fraternity, in which he has attained the Scottish Rite degree. Since his retirement from official life he has made his home in St. Louis.

INAUGURAL ADDRESS

JANUARY 13, 1913

From the Appendix to the Journals of the General Assembly, 1913

This is a proud moment indeed, and why should it not be so? Standing at the meridian of life, flushed with its activities, its hopes and its joys, I am honored with the highest office within the gift of the people of this great State.

In taking the office of Chief Executive, I realize the responsibilities I assume and the interests of great moment committed to my keeping. In meeting the duties, however, I have before me the record made by a long line of illustrious sons whose public service adds luster to the glory of the commonwealth.

As a plain Missourian, reared in the simplicity of country life, experienced in the affairs of the State, I shall earnestly devote every energy to the service of the people. In undertaking this new duty, there come to me benedictions and silent prayers from the firesides of 600,000 homes, that my labors may be faithful and efficient, and that abundant success may crown my work.

I am grateful, beyond measure, for the splendid support given me at the polls by men of every political faith, and pleased to have received the largest plurality ever given a candidate in the history of Missouri.

In this happy hour I cannot forget the years that have gone before, the days of my youth, the struggles of my life, its lights and its shadows, its successes and its disappointments, but in the finality the glory of this day kisses the bitter from all the years.

Words fail to express my appreciation of the people's confidence—such can only be felt in the hearts of men. My one desire is to so serve that I may leave an impress for good, and that my administration may be one of, at least, modest

achievement. Few men have so builded that their achievements have reached beyond the horizon of their own lives, or the generation in which they lived. I do not, therefore, expect to set a new mark, but only to discharge my full duty to all the people and to all the interests which go to make Missouri one of the greatest of American states.

In this new edifice we begin a new administration and a new chapter. History, in the coming years, will state the fact that I took the oath of office in the temporary new capitol building. May this building, simple and clean as it is, be emblematic of a clean public service. Let no act of ours tarnish these chambers above which now floats the emblem of our country, and let us here dedicate and christen them in the purity of official life.

Upon these grounds have been enacted, in the magnetic drama of state life, those things which ever go to make up the history of a mighty people; here have taken place and are recorded the events which add luster to the commonwealth; here have been enacted the laws which place Missouri in the forefront of governmental achievements; here a faithful and incorruptible judiciary has written a jurisprudence unequaled among the states, here the heroes of two centuries have written their names upon your silken escutcheon. Within the walls of yonder silent ruin have been heard the voices of Benton and Blair, of Cockrell and Vest, and of all those stalwart sons whose lives fill the brightest pages in the annals of Missouri.

With the light of a new epoch shining upon our faces, and standing just without the shadow of the greatest of the world's centuries, in the sunrise of the new—one with its history written, crowned with its brilliant achievements, bedecked with its martial and civic heroes—the other with its battles unfought, and its fortunes untold, let us give to the people a public service commensurate with the splendid history of the state, commensurate with the civic and martial glory of our illustrious sons; commensurate with the golden dreams of that advance guard which wrote our Constitution, slept upon our forest paths and trackless plains, and

from whose couch sprang Imperial Missouri, studded with her splendid cities and peopled with the mightiest people of all the earth.

Let us grasp the fact that this is an age of great progress and commercialism. That our country, which is two-fold richer than any nation beneath the sun, stronger in its citizenship, stronger in its defense of inalienable rights, is more firmly entrenched by reason of its commercial aggrandizement than by its frowning ships, embattled walls and panoplies of war. That the victories of peace are more lasting and greater far than the brilliant pageantry of martial splendor. That the hum of commercial energy is sweeter than the rattle of arms and the products of industry more beautiful than the glint of sunlight upon bannered thousands.

We have now closed the political forum and the battle flags are folded. Let no rapier leap to the sunlight, let no quarrel be among us, but rather let us labor to advance our State along every line that we may achieve the highest purposes conceived by a great citizenship.

Today, three and one-half millions of people are building a greater Missouri, and while they labor in the business marts and the forum, let us do well our part. You are the representatives of the people, freshly chosen from the fields of business activities. You see around you the crystallization of a progressive and constructive spirit which is destined to give us a greater State tomorrow. You must be imbued with the spirit of the new day, and meet the new conditions in the new era. The Democracy of Missouri promulgated certain principles in its platform. That platform was a pledge to the people, and as you make good your personal obligations as men, you should keep the faith and crystallize its principles into proper legislation, because so to do will be to elevate and to fructify.

Give us good, clean wholesome, progressive and constructive legislation commensurate with the times and adequate to meet the reasonable expectancy of the people and the period. In the language of Mr. Beecher, "A law

is valuable not because it is law, but because there is right in it." We need remedial as well as constructive legislation. We must progress and know no backward step.

In the matter of constructive legislation, you alone can act—I can only recommend. You are the builders, the moving and the driving spirit. You can forge ahead and push the dome of Missouri's greatness still higher in the skies, or you can still the wheels of progressive achievements. I am not a faddist nor a reformer, but seek to build, to construct, to achieve. In the performance of your legislative duties, be not concerned with the bickerings of politicians who ofttimes are a stumbling block in the way of true progress. Be safe, conservative and fair to every interest because you cannot serve the people faithfully and efficiently if you distress the legitimate business interests of the state. Be not radical nor extreme, but rather place your feet upon the middle path, for after all that is the path of safety and will ultimately lead us to the door of success and commercial and civic glory.

The fathers who framed the Constitution saw fit to divide all powers of government into three distinct departments—the Legislative, Executive and Judicial—each of which is confided to a separate magistracy. No person or collection of persons charged with the exercise of powers properly belonging to one of these departments can exercise any powers properly belonging to either of the others. Each department has its separate distinct duties to perform in carrying forward the administration of governmental affairs, and no department can encroach upon the rights of another. This was a wise provision in our Constitution, and the judicial department which is charged with the duty of determining when one branch encroaches upon another has held it sacred throughout all the years.

You represent the legislative branch, through which alone can be expressed the will of the people. When you have exercised that will and your legislation comes to me bearing the stamp of your approval, I shall have for it the greatest respect, and in rare instances only shall I exercise

my constitutional right to veto. By this I do not wish you to understand that the right of veto in my hands will be impotent, but to convey to you the idea of the great respect I have for the legislative department and the men enjoined with the legislative duty. Though thus according the legislative department this ideal position, I nevertheless venture to exhort you to employ, as I know you will, the highest care and consideration in the exertion of your power.

It will be my pleasure and honor to assist you in such matters as you may wish, and to meet my constitutional duties by recommending legislation, but at no time will I undertake to influence or dictate to the Legislature what its legislative will shall be. You have been elected by the people for another and different service, and you alone are responsible to the people for its fulfillment. I have been elected by the people for another and different service, and I alone must give to them an account of that stewardship.

There are many questions of importance which must be considered by you in carrying forward the progressive spirit and in meeting the pledges to the people, to which, in this address, I wish to call your attention specifically.

PUBLIC SCHOOLS AND OTHER EDUCATIONAL INTERESTS

Among the first considerations of a people should be the cause of education, for it is one of the foundation stones upon which rests the fabric of this splendid State and matchless Republic. I would rather leave my impress upon the educational interests of the country than in any other way. We have a great university, five normal schools, a splendid public school system and the largest available public school fund of any state in the Union, save one.

Last year the State distributed to the public schools from its revenue fund $1,832,746, and there was expended for the biennial period of 1911 and 1912, for public school purposes, the total sum of practically $15,500,000.

We have 9,920 public schools (519 of which are high schools), with 959,218 children in attendance, instructed by 18,626 teachers.

The public schools of the State are truly its universities, and the real achievements of a people are measured by the efficiency of its system of popular education. Look well to the education of the youth of the land, for therein lies the safety and hope of the future, as no state or nation can rise above the character and intelligence of its citizens. In order that the educational interests of Missouri may be advanced, this Legislature should create an Educational Commission, consisting of three or five members, appointed by the Governor, to serve without pay, but whose expenses should be paid out of the general revenue fund. There are many able educators who stand in the forefront who will gladly serve without compensation and who will render the State services of great value. This is necessary to the end we may have one certain body whose duty it is to aid the Educational Department in keeping pace with the educational necessities of the times. Let the Commission study the problems and have its recommendations ready that we may have the most intelligent legislative action.

The Legislature should also provide an adequate system of rural high schools, in the maintenance of which the State should contribute its just part. Today we find the countryman moves to the city in order that he may educate his children, and in so doing is prompted by a laudable and worthy ambition. Having moved to the city, his children are educated in the high schools, but he does not return to his farm, and he and his children become engaged in other businesses and professions. The sole reason he moved to town was to give his children the advantage of a high school education. Establish rural high schools and you will place these advantages at his door, will improve the citizenship of the country, and will not deplete the ranks of the farmers who are the bone and sinew of the State, and upon whom rest the nation's prosperity. Establish such a system, and you will no longer hear the cry, "Back to the Farm." Rural high schools will beget good roads, and the two will beget educational efficiency and a higher standard of citizenship. We must have more teachers, because today

the State needs annually 3,000 new teachers when, outside of the high school graduates in the cities, we have but 700 graduates each year—in other words, the supply does not even approach the demand.

Having established the rural high schools, the law should provide that the high school graduates in both the rural and city schools who attain a certain grade should be given a certain class certificate to teach without an examination—thus providing a reward for merit and a prize for efficiency. The profession will swell in numbers and you will increase the efficiency of those who are to disseminate knowledge through popular education. The establishment of an adequate system of rural high schools will be a piece of constructive legislation of which any administration, Legislature or state can feel proud.

Teachers, as a rule, should have better wages, and the profession be placed upon a more substantial basis. There is no economy in employing anything but the best talent. The children have their school days but once. They can only pass that way one time, and the opportunities presented, if lost, are lost forever.

We have a great University at Columbia, School of Mines at Rolla, with normals at Warrensburg, Kirksville, Maryville, Springfield and Cape Girardeau. They represent the State's interest in the cause of higher education, and ample appropriations should be made to meet the reasonable requirements of these institutions.

PUBLIC ROADS

The public roads of the commonwealth are its highway of commerce. They constitute the strongest link in the chain of commercial greatness, and are the first evidence of commercial progress. In fact, good roads are the great Appian way over which true progress must march. Permanently improve the public roads and commercial activities will follow as a necessary sequence. They will bring millions of acres of land, now unused, in cultivation, increase the

size of the haul and shorten the time of transit. They will save wear upon harness, wagon and teams, and—all in all—yield a greater dividend than any other investment.

The State is alive to this necessity and two things are necessary to be considered: first, an adequate system for public expenditures and road building; second, the providing of revenue by the state and the local subdivision, and this may necessitate a constitutional amendment.

To accomplish this, we must necessarily have a State Highway Department and a County Highway Department, the County Department articulating with the State Department, and through which departments we can have a complete system for supervising and building public roads.

Missouri today has more than 100,000 miles of public roads, and more than 100,000 culverts and bridges. These roads and bridges—it is estimated—have been constructed at a cost of more than $100,000,000. We spend annually $3,000,000 in maintaining our public roads, which sum is expended through 4,000 road overseers. The expenditure of the $3,000,000 annually must be reduced to a better system in order to get the maximum benefits. To accomplish this purpose we should have a State Highway Department, which should have supervision over the expenditure and distribution of State moneys given to aid in the building of public roads, and should act in an advisory or assisting capacity to the County Highway Department. The County Highway Department in each county should have charge of and direct all road work, expend the local road funds, free and unhampered in any manner. In this way the counties will have efficient and systematic road work and service, conserve the road funds, and secure the maximum amount of improvement for the money expended. We cannot have the best results until we reduce our system of constructing and working roads and the expenditures of public money thereon to a more substantial and efficient basis. Again, the State should give more substantial aid to the counties. There are many counties which spend more money annually upon their public roads than the State

spends for that purpose in the entire 114 counties. The Legislature should also provide specifically how and upon what terms the counties can use the convicts, now confined in the penitentiary, in road work. The State can, in this way, furnish a large amount of free labor, which is tantamount to giving so much cash for building public roads.

IMMIGRATION

Missouri is a great State and has been made such by reason of its resources and its citizenship. Missouri is now really the first State in the Union—though it may be, the world does not know it. We have the rich valleys and plains, the minerals, the forests, the climate, the water, and the great opportunities which go to make the State the foremost of the sisterhood.

It is rich, because the Master made it so. There is no other State in the Union with richer and more fruitful fields, or where more golden opportunities await the coming of those imbued with the successes of life—a land with an unbounded future, one adorned with nature's richest gifts, one which by the hand of industry and the magic touch of the passing years will develop into the choicest commonwealth of a great and matchless republic.

We produce one-eighth of the corn grown in the United States and one-tenth in the world. This State alone produces three-fifths as much corn as all Europe, and one-half as much as the entire world outside of the United States. Missouri's surplus live stock, cereals and fruits, farm yard, dairy, mills and the mines will total approximately $400,000,000 annually.

To the end that our resources and opportunities may be properly advertised and a wholesome immigration brought among us, I recommend the enactment of a carefully prepared law providing for the appointment of an Immigration Commissioner and Assistant Commissioner to properly advertise our resources and advantages to the world. There should be a branch office located at Spring-

field, and placed in charge of the Assistant Commissioner of Immigration. It will be money well expended by the State, and this department can labor in a most fruitful field, and become one of our leading and most popular departments.

LAND RECLAMATION

We have more than 4,000,000 acres of swamp and overflowed lands in Missouri. This rich, alluvial soil is awaiting the time when its fertile acres can bear abundant harvests. It constitutes one of the State's most valuable assets, and its reclamation and protection would ultimately add $500,000,000 to our wealth. It would increase the assessment of real estate for purposes of taxation at least $150,000,000, and produce $200,000 additional State revenue annually, besides adding greatly to the local revenues.

This land, when reclaimed, will supply homes for at least one-half million people, and will produce a splendid yield of any kind of products raised in the State. Such work will make it possible to construct public highways over this territory, establish and maintain public schools, improve the general health conditions of the sections, and in many other ways benefit the people of the State.

The reclamation work conducted by the State during the years 1909 and 1910 by the Labor Bureau, and that prosecuted during the years 1911 and 1912 by Hon. John H. Nolen, as special agent of the State, has demonstrated that great results can be obtained by the State in furnishing to the owners of these lands information relating to the benefits which can be derived from various reclamation methods, and in counseling and advising them in the formation and organization of districts.

This Legislature should provide a special department for this work, and continue it on a broader and more definite basis. It can be done for the same amount of money now being expended, or a small increase, and will prove, in the end, a great investment, not only to the owners of the land, but in the advancement of the State and in the increase of its revenues.

TAXATION

In the matter of taxation no system can be devised which will be perfect. The methods of handling this question are as numerous as there are men writing upon the subject. The burden of taxation does not fall upon the rich nor the poor, but rather upon the great middle classes. No more taxes should be collected from the people than are necessary to efficiently administer the affairs of the State. I oppose any policy or effort to unnecessarily increase the burdens of taxation on the citizens. I am not, therefore, seeking any subjects upon which the police power of the State can lay its hand by imposing a license fee or a property tax. The last Legislature, however, enacted a wholesome law increasing the present tax rate of 1¼ per cent paid by the express companies and which was vetoed by the Governor. I would suggest that this Legislature re-enact such a law, increasing the tax rate to be paid by the express companies to such an amount as it thinks reasonable, to the end that the express companies may bear their just proportion of the burdens of taxation. I would further suggest that the revenue laws be so revised and amended as to secure the assessment of millions of dollars of personal property now escaping taxation. This Legislature should create a Tax Commission to study the questions of taxation and report its labors to the next Legislature, to the end we may revise and improve our revenue system.

ELEEMOSYNARY INSTITUTIONS

A higher standard of efficiency must be established in our eleemosynary institutions to the end that the inmates may be properly treated and receive more humane consideration. We have four State hospitals for the insane, in which are confined an average of 4,000 inmates each year. It seems to me the State has failed to meet its full duty to these unfortunates. We are too apt to look upon these institutions as places merely of incarceration—places where the unfortunate citizenship is confined.

To the end that we may discover a higher duty, there should be created in this State an office known as Medical Supervisor for the hospitals for the insane. He should be a man eminent as a specialist in nervous diseases, and paid a salary sufficient to secure the best talent in the land. His duty should be to visit each hospital once a month, assist the medical staff in the classification of the insane and their treatment. He should give lectures and instructions in the caring for and curing of the insane to the medical staff and attendants, to the end that the physicians at the hospitals may, in turn, become expert upon the subject, and thereby increase the service by able, efficient and scientific treatment, thus effecting the cure of a larger number of patients each year. This would be tantamount to the medical staff having a continuing post-graduate course upon nervous diseases, and enable them to render the State a greater service than has ever been given before. This would be not only a progressive step, but one of the most humane. The expense attending the same would be so small as to be inconsiderable, and the good accomplished would be inestimable.

PUBLIC SERVICE COMMISSION

A Public Service Commission is one of the necessities of the hour. The creation of such a commission is a progressive step which, in view of past experiences, every state must take. In dealing with questions arising as to our laws and orders of boards, affecting the public service corporations of the State, I have had perhaps as extensive an experience on account of the two-cent passenger fare and maximum freight litigation now being considered by the Supreme Court of the United States as any public official in the republic. The right of the State to regulate the charges and the conduct of every business impressed with a public use is no longer questioned. Practical experience has demonstrated that the laws in their present condition and the old methods are insufficient and inadequate to meet present

day conditions. They have served a useful purpose, but we must now have new and improved legislative methods in dealing with public utilities, and the questions arising between them and the public. The reap-hook and the cradle were good and faithful servants, but gave way, in the march of progress, to the mower and binder. I, therefore, recommend the passage of an efficient public service commission law, with adequate powers given the commission to fix and regulate freight and passenger rates, express rates, telegraph and telephone rates, the charges of electric light, gas, water and power companies, and all other public service corporations doing business in the State.

The commission should also be given authority to supervise the issuance of stocks, bonds and other evidences of indebtedness, and also be given the further power and authority to ascertain the value of the physical properties of the public utilities coming within the provisions of the act.

The enactment of such a law will not only be to the interest of the public, but also to the interest of the utilities regulated and controlled. A number of other states, including New York and Wisconsin, have already enacted such a law, and it has proven to be exceptionally beneficial and satisfactory. The control of public service corporations is a fixed policy of this State and government, and it is now an accepted axiom that the operation of a public utility is a public trust, subject to the control of the State by fair and just regulatory measures.

The mutual harmonies and pleasant relations of all public utilities with the public, the communities in which they operate, and the patrons of such utilities should be fostered and encouraged by the administrative acts of the commission in disposing of and adjusting all differences between the public and such utilities. In other words, the people and the public service corporations should be brought closer together and enjoy a better understanding of each other's rights. The people will look upon the service of such a commission as their forum, where all differences of

opinion between the public and the public service corporations will find a speedy and inexpensive adjustment. It will become a common and popular forum where justice can be had in its simplicity and without the tortuous formalities and delays attending court procedure. A commission given such powers will enjoy in a high degree the confidence of the public and of the utilities coming within their supervision.

It is said that of the 10,000 complaints brought before the Public Service Commission of New York within the last five years, more than 70 per cent of such complaints were adjusted by the commission without holding even a formal hearing.

The enactment of such a law and the wise and just exercise of supervisory powers over public service corporations will be to the interest of the State and of the utilities, and will, beyond question, be a step in advance, wholesome and good for both the people and the utilities. Frenzied finance and blue sky speculation will be driven from the State. The stocks, bonds and mortgages, and other evidences of indebtedness, and the credit of such utilities will enjoy the confidence of the people at home and abroad, and the dishonest promoter will be compelled to seek other fields. The supervision of the issuance of the stocks, bonds and other evidences of indebtedness of such corporations will have but one effect, and that will be the enforcing of sound and honorable principles in corporate management. It has been testified to repeatedly as a fact, before the New York Commission that securities authorized by the commission since the passage of the New York Public Service Commission law command premiums from the bond houses and investors not heretofore enjoyed in that State.

I would recommend that the salaries of the Commissioners be fixed at a reasonable amount, commensurate with the service required of the Commissioners and their employes, and sufficient to justify able and competent men serving. I, therefore, strongly urge the passage of this progressive and constructive piece of legislation.

WORKINGMEN'S COMPENSATION LAW

With the growth and development of our transportation facilities, factory systems and industrial progress, and with the increase in the number of unskilled workmen about high power machinery, the necessities demand the enactment of a workingmen's compensation law. This subject is one receiving attention by the Federal Government and the states. During the years 1911 and 1912 the states of Kansas, Washington, Nevada, California, Illinois, New Jersey, New Hampshire, Wisconsin, Ohio and Massachusetts have enacted such laws. One of the prime objects of a workingmen's compensation law is to avoid the great waste attending the litigation which arises under the old system of employers' liability laws.

The practical success of a workingmen's compensation act depends upon its simplicity, definiteness, reasonableness and compatibility with our State and Federal Constitutions. Such a law must be fair and just, both to employer and employe. Committees appointed by the last Legislature have investigated the subject, and no doubt are now ready to enact a proper law upon this subject.

COURT PROCEDURE

The Judiciary Committee in both branches of this Assembly should seriously consider the question of enacting legislation which will simplify court procedure, really tend to bring about an earlier determination of litigation and reduce the cost in both civil and criminal cases to the minimum. The item of criminal costs is one of the heavy drains on the State revenues. The necessity of reform along these lines is felt and advocated by both the bench and bar of the State, and should be brought about, even if changes in the Constitution are required.

The ancient and bungling forms of indictment serve no useful purpose and should be legally abandoned, except to the extent that they plainly and concisely, without surplusage or technical averments, inform the accused of the crime with

which he is charged. The Constitution requires that he be informed of the nature and cause of the accusation against him, and of this I approve, but the laws should be so framed that he is regarded as being informed, and this requirement of the Constitution complied with when a plain statement of the offense, without technical averments, is made. Many forms now approved tend to confuse rather than enlighten, and no indictment or information should be regarded as defective, and no judgment be affected for any alleged imperfection, unless, in point of fact, it materially prejudices the substantial and meritorious rights of the accused.

When the averments in the indictment sufficiently identify the offense so as to protect the accused from a second prosecution for the same offense, it should be regarded as sufficient. It has been truly said, "The forms of law have always been the graves of buried liberties."

A law should be enacted to overcome the legal fallacy that all errors and imperfections in a trial are presumably prejudicial and warrant a reversal unless it affirmatively appears upon the record that such was not the effect. The converse of this should be the law, and all defects and imperfections disclosed by the record should be presumably nonprejudicial unless the contrary affirmatively appears upon the record.

To whatever extent legislative enactments can accomplish this reform, such should be passed, and to the extent that changes in the Constitution are necessary to achieve this end, proposed constitutional amendments should be submitted.

PARDON BOARD

There should be created a Board of Pardons consisting of three members, whose duties should be to consider the applicants for executive clemency, and make recommendations to the Governor in reference thereto, and to, on their own account, grant paroles.

There should be further legislation in the interest of reforms in our reform and penal institutions, and provision

should be made for a Chaplain at the Reform School for Boys at Boonville. You should increase the facilities in our reformatory institutions for industrial training in the useful arts, and the powers of the Board of Charities and Corrections, in regard to dependent children, should be enlarged.

There should be reforms in caring for and protecting the dependents in the city and county institutions, and more humane considerations required to be accorded them by law.

HOME RULE

One of the vexing problems confronting every executive is the administration of affairs in the large cities by and through the police and excise officers appointed by the Governor. I believe that the cities can be better governed by men of their own selection rather than to be governed by representatives selected by an authority from without the cities. The question, therefore, of home rule or local self-government in excise and police affairs has been a much discussed question for the last eight years. Home rule is a Democratic principle, and is declared for in the platforms of all the parties. Home rule merely means that the cities may select for themselves their excise and police officers, just as they select their other officers, and just as all other cities in the State now have the right to do.

Extending the right to the cities to select these officials does not repeal, amend or change, in any way, any of the criminal laws of the State nor the authority of the officials whose duty it is now to prosecute for the violations of such laws.

I believe in the doctrine of local self-government. The enactment of home rule legislation, however, is a subject for the Legislature alone. I shall not attempt to hamper its legislation by advocating any specific kind of home rule. I can only say that whatever reasonable legislation meets with the approval of the Legislature upon the subject will meet with my approval.

I believe the large cities are capable and competent to handle their local affairs, and should be permitted so to do, just as every other municipal subdivision of the State. Should it be found otherwise, or the rights abused, the succeeding Legislature can withdraw the power authorizing such cities to select their own excise and police officials.

COMBINATIONS IN RESTRAINT OF TRADE

The laws of this State against pools, trusts and conspiracies have proven effective and, as recently construed by the State Supreme Court, seem sufficient to reach any and all arrangements, agreements or understandings made with the view to lessen, or which, in point of fact, tend to lessen full and free competition. The constitutionality of these laws it has been my good fortune to sustain in the Supreme Court of the United States.

It is my opinion, however, that certain phases of the penalty provisions should be amended so as effectively to reach and criminally punish individuals who, from without the State, manage and control the affairs and transactions of corporations and concerns doing business within the State in violation of the antitrust law.

From my experience I am satisfied that at least 90 per cent of the combinations which operate in Missouri are organized and entered into outside of the State, and that that percentage of violations of this law in Missouri are directed from points outside the State by officers and managers of corporations licensed to do business in Missouri; and, in such cases, the officers and managers should be held individually responsible for the criminal acts of such corporations. This, of course, should be in addition to the penalty now prescribed for the corporation itself.

I, therefore, recommend that the section making violations of this law a felony be so amended as to apply to the class of offenders above mentioned.

PRIMARY ELECTIONS

The State primary law affords an ample opportunity for everyone to cast his ballot for those whom he may wish as party nominees. I am a strong advocate of the State primary law because it more nearly approaches the real rule of the people. There are several minor administrative defects in the law which should be perfected.

It should further be made a felony for any person or persons to print, distribute, circulate or use a copy of a facsimile of any primary ticket, or any part thereof, prior to or on primary election day, to the end that combinations and slate-making may be prevented.

This law should be so amended as to enable the cities to select their party nominees at a primary, as fully and completely as we now do in the State at large and in the counties, and this should pass with an emergency clause, and the provisions of the primary law should be so extended as to afford the people an opportunity to express their preference for presidential candidates. The amendment to the Constitution of the United States, permitting people to elect their United States Senators by direct vote should be ratified by the Legislature.

INSURANCE RATES

Much has been said in the past about great reductions having been made in insurance rates. We have no evidence, however, of any such reduction save and except the mere claim. The Insurance Department was instrumental in securing the passage of the present insurance rate law. At this time there is a controversy between the present Superintendent and the insurance companies in reference to basic and specific rates. In the meantime, by reason of inaction or some other cause, it seems that no beneficial results have been secured so far as rates are concerned. I would recommend that this Legislature appoint a committee to investigate the policy and labors of the Insurance Department under the new law, and in reference to the matters in

contention, and report back to the body, that such action may be taken by the Legislature, if necessary, as will bring about the establishment of reasonable insurance rates.

REVENUE

The revenues of the State during my administration will be drawn upon more heavily than ever before, because of the building and equipping of the new temporary capitol building, the loss of approximately $200,000 annually by reason of the expiration of the contracts for prison labor, the added expense of the sale of bonds, construction of the $3,000,000 capitol building, and the rebuilding of State institutions recently destroyed by fire.

The administration of the affairs of the State is one purely of business. The biennial revenues will be so much and the State obligations will be so much, both known to a reasonable certainty. We must so manage the business as to give to the people the maximum benefits at the minimum expense. Too often the public servant will spend the public funds with a more lavish hand than he would spend his private funds. The duty resting upon a public official is even greater to protect the State than to protect his own funds, because he is acting for the people and in a trust capacity. We must, therefore, exercise economy, but should not sacrifice efficiency merely for the sake of economy.

LAW ENFORCEMENT

The laws of the State represent the will of the people. The people can rule only by and through the due observance of the same. As the Chief Executive of the State, I am charged with the care, under the Constitution, of seeing that the laws are distributed and faithfully executed—this I shall do so far as lies within my legal rights.

The laws enacted by the Legislature should be impartially enforced, and where an official enjoined with this duty wilfully fails or refuses to act he should be removed from office, and adequate provisions should be made for such removal for such failures.

The law enacted in 1907 upon this subject is imperfect and inefficient, and should be so amended as to make the procedure simple, plain and effective.

I have now addressed myself specifically to all the platform utterances, and will later call the attention of the Legislature again to some of these subjects and to other matters of public interest, in special messages, and where I can treat the principles and necessities for legislation more fully.

IN CONCLUSION

While Missouri has ever ranked with the first states of the republic, her star is still in its ascendency and has not yet reached the meridian height nor the zenith of its glory, and the State is today the fairest blossom plucked from the Louisiana Purchase.

She has stood in the forefront in every line of progress and her lance has ever pointed to the field of battle. When Jackson and Pakenham were struggling at New Orleans, the covered wagons drawn by oxen were bringing to Missouri the noble men and women whose splendid lives, fortitude and heroism builded here a State unequaled in the girdle of the globe.

The Missourian has been the soldier of fortune and the messenger of our western civilization. He led the way to the Golden Gate and the land of the Montezumas. His axe was heard in the forest, the crack of his rifle upon the mountain side, and his plowshare glistened in the valley. He fought the battles of our western warfare, and when the conquest was ended, helped set in the azure field the galaxy which emblematizes the sisterhood of states.

With his face to the future, he dreamed of the great states and the mighty people which would soon rise from the wilderness of centuries. Looking to the coming years, he saw steepletops busy with the summer's twilight; he saw shadowy meadows fragrant with the perfume of roses and clover blooms; he saw golden grain ripening in valleys more fertile than those of the Nile; he heard the tread of the teem-

ing millions that would feed upon its bosom; he heard the rich, mellow tones of church bells, the laughter of fair women and the prattle of happy children. It was a beautiful vision—a phantom picture—a dream in fancy born—yet the Missourian knew within his soul he could touch the picture and it would spring into life. He therefore turned his back upon the pleasure of civilization, upon the scenes of his childhood and the mother who bore him, and went forth to brave the dangers of a broader, deeper and darker wilderness that you and I might enjoy the full fruition of its possibilities. Firm in the faith, he blazed the path and led the way to the splendid achievements of the twentieth century, and to the full realization of all his dreams.

As the descendants of this great people, let us keep in the first rank in the forward march, and continue first in the field of progressive action.

The executive door is now open to every man, both rich and poor. No man will be heard because he is rich, and no man will go unheard because he is poor. As the representative of all the people, my heart is in the service, and that for the accomplishment of progressive things.

There will come times, no doubt, when I must labor under heavy stress, when I must choose between friends, when I must choose between that which I think is good and that which I think is bad, but I purpose to discharge my duty according to the dictates of my own conscience, and in consonance with both the letter and the spirit of the official oath I have just taken in this presence.

I can go to my task unencumbered, untrammeled, and as a free servant of the people, and thank the Master it is so. If I can write some good progressive deed or act upon our tablets, that will live after I shall have passed through the peace of the evening, then I can close my political career and go to life's finish, feeling that my public service has not been in vain.

[ELLIOTT W. MAJOR.]

FIRST BIENNIAL MESSAGE

JANUARY 6, 1915

From the Appendix to the Journals of the General Assembly, 1915

STATE OF MISSOURI, EXECUTIVE DEPARTMENT, CITY OF JEFFERSON, JANUARY 6, 1915.

To the Senate and House of Representatives of the Forty-eighth General Assembly:

Article 5 of the Constitution of Missouri among other things provides, "the Governor shall, from time to time, give to the General Assembly information relative to the state of the government, and shall recommend to its consideration such measures as he shall deem necessary and expedient." The framers of the Constitution intended the Governor should, at each session of the Legislature, give to it the benefit of whatever knowledge and information he possessed in reference to the state of the government and its finances, and recommend such legislative measures as he deemed necessary and beneficial to the citizenship of the commonwealth. It, therefore, gives me pleasure to address you at this time along these lines. The personnel of this Legislature bespeaks a safe, conservative, and progressive legislative service. As public servants entrusted with the legislative well-being of Missouri, you are capable of, and will, no doubt, render a conspicuous service to the state, and leave for yourselves a monument which will stand pre-eminent in the legislative history of Missouri.

The Legislature preceding yours—the Forty-seventh General Assembly—was composed of strong and able men, and wrote a brilliant page in the life of the commonwealth. There come times in the history of states and nations when the temper of the people is peculiarly constructive, and when more fundamental legislation may be secured in a single session than a decade would ordinarily bring forth.

This is such a time in Missouri. The record of the 1913 legislative session proves it. In letters of gold it wrote its achievements in corporation, educational, municipal, road and many other good statutes which will live long in the memories of men. With great care, I planned a legislative program of four years. By reason, however, of the earnest and constructive labors of the Legislature, my entire program was carried out in the one session. In other words, within ninety days after I assumed the oath of office, the entire legislative work I had planned for four years had been crystallized into good, wholesome, living statutes. The enactment of laws creating the Public Service Commission, the State Highway Department, the Board of Pardons and Paroles, the State Warehouse Department, the enactment of seven new, most important and progressive educational laws, acts authorizing the adoption by cities of a commission form of government, nominating primaries in the large cities, road legislation, and a long list of other new laws speak the praises of the last Legislature, which for achievements in the interest of the people will stand side by side with that of any administration in the history of the state, and present a record which no Legislature has surpassed. I am satisfied, from my personal knowledge of the able men—Democrats, Republicans and Progressives—in the House and Senate, that the present Legislature will rank with the Forty-seventh Assembly, and will write a record of progress which will live when the labors of many other sessions will have been forgotten. New and important questions have arisen during the last year which it is the duty of this Legislature to meet, and which must be met in a broad American spirit, and not in a narrow spirit of partisanship. "Every age has its problems, by solving which, humanity is helped forward. As we drift into these new latitudes, new lights will shine and help us solve them."

As Chief Executive of the commonwealth, I have no political or partisan measures to present. The Governor of a commonwealth should have none. He represents the whole people, and the measures recommended to the Legis-

lature under constitutional mandate should be those which go to the internal improvement of the state and the betterment in every way of the great people he represents. I shall, therefore, present to this Legislature those matters only which belong to and affect the people and which do not belong to or affect solely a political party. When I shall have delivered to you this Message, my duty as Chief Executive and the functions I perform in the lawmaking branch will have been finished, save and except to exercise my right to approve or veto legislation you may enact.

The people of the commonwealth have been given a good, clean public service. The record has been written and can speak for itself. The great masses of the people, irrespective of political parties, in every section of the State, are satisfied with the labors of the administration. In handling the State's affairs, it is purely a matter of business on the one hand, and the securing of constructive and progressive legislation on the other. Never before in the history of the State has your business been handled by the various departments with better success financially, or otherwise. The departments, without exception, have given a greater net financial return than the same departments ever gave in a like period during any other administration, Democratic or Republican. This fact alone speaks of the efficiency and economy of these departments in handling the public business. Although some departments have operated under adverse state conditions, yet these departments have returned from $25,000 to $50,000 net more than the same departments returned in any other biennial period.

The various state, educational, eleemosynary, penal and reformatory institutions have been splendidly conducted and substantial new building additions have been made in many instances, and above all there has been a marked improvement in the service rendered. The eleemosynary institutions have been conducted in an up-to-date, scientific way, and a more efficient service given than heretofore. No financial or other scandal has surrounded a single in-

stitution, and the inmates have been carefully treated and shown humane considerations. The business handled by the Auditor, Secretary of State, Treasurer and Attorney General has been exemplary, and in keeping with that splendid efficiency established in these departments. The Superintendent of Public Schools has been active and vigilant in doing all he could, and has co-operated with me, as Chief Executive, in carrying forward advanced educational thought and in improving our system of popular education. Money appropriated for the maintenance of state institutions has been honestly, wisely and economically expended. The public is cordially invited and urged by me to visit our state institutions and see the splendid efficiency established and maintained and the good service and treatment given our unfortunates. I have had a careful audit made of the accounts of every state institution and of every executive department, as provided by law, and have had the same visited by a committee, as provided by statute, and in no instance has the state's moneys been improperly used or expended.

There are many things which I purpose to present in this Message for the consideration of the Legislature, subjects which the Democratic, Republican and Progressive parties have each declared in favor of in their state platforms, and to which I shall later refer. The departments created by the last Legislature, in each instance, took the place of some department which was abolished. The Public Service Commission act abolished the Railroad and Warehouse Commission, the Board of Pardons and Paroles abolished the Pardon Attorney and his department, and the Highway Commissioner supplanted the State Highway Engineer. In every instance, results have disclosed that it was the part of wisdom and good business so to do. The test and measure can be safely estimated by the service rendered, and the benefits given to the public.

STATE FINANCES

One of the important matters in the conduct of the State's affairs is the condition of its finances. The State has assets and liabilities, just as any financial institution or business. Its obligations should not exceed its assets. I took the oath of office as Governor on the 13th of January, 1913, and although the fiscal year had closed on December 31st preceding, yet any unpaid indebtedness made during the years 1911 and 1912, were liabilities which the state must pay in 1913, if the appropriation to meet same had not been exhausted and there were funds on hand at the close of the biennial period and same was presented before the expiration of the two-year constitutional limit from the date of the appropriation act. It will be news of public interest to know that during my administration we paid debts made by the preceding administration in 1911 and 1912 and left unpaid in the sum of $622,572.33. My administration had nothing to do with the making of this indebtedness, but was called upon to pay and did pay the same. The appropriations made for the biennial period which closed on the 31st of December, 1914, amounted to $12,384,142.64. A large amount of this sum, however, was merely paper liabilities which were not expected to be called for, and which were not called for, as it represented appropriations made solely and purely to meet contingencies which might possibly arise, but which did not arise. The revenues for the same period amounted to $10,700,616.64. The State's indebtedness for transacting its business in every department during the biennial period just closed and presented for payment, amounted to (not including school money) $7,300,548.25. Each and every claim was paid promptly, and there is now on hands a balance of $534,-944.13.

A large sum can be saved annually in printing public documents, or in public printing of various kinds which serve no useful purpose. The State Printing Commission should prepare a measure eliminating the printing of many

useless documents, and prevent different departments from duplicate printing. In this way, the Commission can render the State an economic service of great value, and I trust the Printing Commission will revise the laws along this line.

The estimated revenues available for the payment of appropriations for the years 1915 and 1916 will be approximately $11,500,000. The Legislature must take this into consideration in making appropriations, because I will not permit the appropriations to exceed the reasonable expectancy of the revenues. Should the appropriations go beyond, I will have no hesitancy in vetoing same, to the end I may know the State will meet its obligations promptly and its credit maintained. Returns from the corporation tax enacted by the last Legislature should be placed in the general revenue fund. The revenues of the State are ample to conduct its business and also care for, in an efficient way, all of our educational, eleemosynary and penal institutions when economically expended and that without increasing the burdens of taxation upon the people, or upon any business or class.

At this particular time the question of abolishing the contract system as to convicts in the Penitentiary is up, and should be met fairly and squarely. It has been discussed in an informal and light way for some years but apparently with no real effort being made to settle and solve the problem. Now, it is safe to say no one year can bear the burden of this change without its revenues being so drawn upon as to cripple the service rendered by the State to its educational and eleemosynary institutions, both of which are of first importance. The question can be met and settled, however, in such a way that it will not affect the service rendered in any of these institutions. I shall write more fully upon the subject later in the Message, and will present some suggestions for your consideration.

The revenues for the biennial period of 1913 and 1914 were aided by the prosecutions instituted and completed during my administration as Attorney-General, and which were paid into the Treasury after I became Governor—

the same amounting to several hundred thousand dollars—and among which cases were the suits we conducted and convictions secured against the lumber companies, which fines amounted to $358,000; the suit against the Harvester-Trust, which was fined $25,000; and the suit against the Polar Wave Ice Company, presented by my department in the Supreme Court, which was fined $25,000. The moneys I expended in sustaining the two-cent passenger fare and maximum freight rate laws in the Supreme Court of the United States were paid back by the railroads as costs adjudged against them. In the matter of interest upon the daily deposits of public funds, the State has received $100,000 more than was ever received in a like period of time. The financial condition of Missouri is good. The biennial period closed December 31, 1914, and all obligations have been paid promptly as presented.

This administration has been called upon to pay many extraordinary obligations, aside from the usual departmental expenses, among which was over $75,000 for building and equipping the Temporary Capitol. It was constructed in the latter part of 1912, but was paid for in 1913. Again, we paid more than $100,000 out of the general revenue to meet certain road claims in twenty-five or twenty-six counties which had been vetoed by the Governor preceding, but which were just obligations resting upon the State. We paid out of the general revenue fund a large amount of money in giving special aid to schools adopting the teacher's training course and rural high schools, also pay to ex-confederates and for the Panama-Pacific Exposition, all of which amounted to a sum in excess of $450,000. The State has been able to meet these extra demands and render the people an enlarged and better service without the increase in the rate of taxation, solely by the able, economic and efficient service in every department, and by each of the various departments giving a larger net financial return. The fact that these things have been done, these obligations met and paid, these extra services rendered, is

the best evidence of the way and manner the State's finances and business have been managed.

MANAGEMENT OF STATE INSTITUTIONS

Some of the state hospitals for the insane have industrial training departments, and are conducting same with benefit and profit. Each institution has improved its system and apparatus for treatment of patients, and has increased the per cent of benefits. The institution for the Feeble-minded and Epileptic, at Marshall, is just completing a new cottage for patients, thus adding another unit to the system. Dr. Wilson, the Superintendent, has so treated the patients and managed the institution that he has been able to reduce seizures over fifty per cent. This wonderful change for betterment brought about by Dr. Wilson is phenomenal, and the Colony in this respect is the equal of any institution of like character in the country. I recommend to the Legislature that it appropriate sufficient money to build another new cottage for patients, to the end each biennial period may contribute a separate, new cottage to the Colony until the full scheme of buildings, as originally planned, has been completed and the Colony able to accommodate and receive all the feeble-minded and epileptic of the commonwealth entitled, under the law, to admission.

The state hospitals for the insane have been well provided with buildings and repairs, and are in my judgment reasonably ample to care for all patients. I have visited each of the state hospitals for the insane, save Number Four, at Farmington. I have visited the Colony for the Feeble-minded at Marshall, and the State Sanatorium for Tuberculosis, at Mount Vernon, and in each instance it has been a source of gratification to see the efficient way in which the inmates are being cared for, the humane treatment and comforts given, and the great service the State is rendering. It is a comfort to know the State is rendering so splendid a service to the unfortunate citizens who are unable to care for themselves. I feel that the

State is discharging a great duty and discharging it in a way which can but meet with the approval of the consciences of the good men and women of Missouri. Improvements in these institutions have been inaugurated in every department, sphere and avenue. Able and competent physicians are in charge, men who stand at the head of the profession, and who can maintain themselves among the most eminent physicians in the commonwealth.

The State Board of Charities and Corrections has examined and investigated the conduct, business and affairs of the various eleemosynary institutions as directed by law, and the report of the Board has been favorable and highly satisfactory, and is another evidence of the efficient and humane service rendered by the State.

There has been some agitation about establishing one Central Board of Management, or Control. Having considered these questions for two years, and having visited the institutions and having given the subject my best thought and consideration, I am convinced a Central Board of Management or Control would prove a failure, and tend to militate against the efficient management, system and treatment now in vogue in these institutions and would prove to be one force pulling against another force. Each separate institution can be better managed by the specific board, superintendent and officers having the management of that institution in charge. Each state hospital is a very large institution, and its business is voluminous. Under the law, the State Board of Charities and Corrections must also visit, examine and make reports about these institutions, and perform many other valuable services in relation thereto.

STATE PURCHASING BOARD

I will suggest, however, that a splendid service can be rendered the institutions and the State by having a State Purchasing Board for all institutions and departments. If this Legislature will create such a board of three men, not more than two of whom shall be of the same political party,

and require this Board to purchase all the supplies for the State, even for the departments—executive, legislative and judicial—as well as the institutions, it can save, at the very lowest estimate, $100,000 net per annum. The good which it can do will be two-fold. First; it will relieve each institution from the labors of keeping posted as to the prices of articles and in transacting this class of work, and enable the officers and employes to devote all their time and attention to the management of the institutions and the service to be rendered the inmates, thus increasing the service and care. Second; there will be a great financial saving in buying in large quantities and in having a single efficient department handle this one great item of the State's business. Each institution and department should make requisition on the State Purchasing Board for supplies, and the Purchasing Board furnish same if on hands, and if not should go into the market and purchase same at the lowest possible price.

The men composing this Board should be able and successful business men who have had experience in this line of business, and should be paid a salary sufficient to enable the State to have the services of the very best business men equipped for the work. A competent man, capable of commanding a good salary, is the cheapest man the State could secure, and this Board should also have a Secretary and stenographer.

THE BLIND

The State supports the Missouri School for the Blind, located in St. Louis, which has an attendance of more than one hundred pupils. The State's obligations to the blind do not cease when it has furnished them with an eight or twelve years' course of study and training, but the duty still rests upon it to see that the training and education given the blind is turned to useful labor. There are practically three thousand blind persons in Missouri, and by proper handling, each one can be made sixty per cent self-sustaining, and in many instances fully self-sustaining, but to do so the State must provide some means of utilizing this

resource. Some of the most public-spirited men in the State, who have generously contributed thousands of dollars upon their own account—among them being Col. James G. Butler, William K. Bixby, Fred W. Lehmann, Festus J. Wade, William F. Carter, James C. Jones, George D. Markham, J. D. Perry Francis, Charles A. Stix, David Biggs, Col. Paul Brown, and William J. Kinsella, all of St. Louis, called and fully discussed this subject with me.

As a result of this conference, I take pleasure in recommending to the Legislature that it create a Board composed of five or seven men, to serve without pay, to formulate plans and businesses to give employment to the blind. I can secure public-spirited men of means who will be glad to serve and give their time because of their deep interest in the blind. The Legislature should appropriate $25,000 annually to provide for the care and maintenance of the blind, and permit this Board to provide simple or modest plants where such industrial pursuits may be followed by the blind as will enable them to make sufficient money to practically support themselves. In this way, they would be able to support themselves, and not be charges upon the public. This is a modest amount, yet these gentlemen assure me that it will be ample to meet the situation. So, in considering the life and happiness of our blind brother, "let us labor for that larger comprehension of truth and that more thorough repudiation of error which shall make the history of mankind a series of ascending developments and triumphs." Progress, after all, "is the law of life, the activity of today and the assurance of tomorrow."

CONTRACT LABOR

The last Legislature took initial steps looking to the solution of the question of the employment of the 2,400 men and women confined in the State Penitentiary. It proposed to abolish the contract system and substitute other employment therefor. As stated in the beginning of my Message, the burden of the change should not be made to fall upon

any one year, but should be so arranged that the service the State now renders the cause of popular education and its various educational and eleemosynary institutions should not suffer, and at the same time bring about the desired end of completely abolishing the contract system. The revenue received from the contractors is about $750,000 or $800,000 for each biennial period. This makes the Penitentiary practically self-sustaining. If the contract system is abolished completely at once, the revenues of the State will necessarily, for a time, be drawn upon for this sum of $800,000 to sustain the Penitentiary, which sum heretofore has been used along educational, eleemosynary and departmental lines. It will necessarily cost, at the lowest estimate, one-half million dollars to even start the equipment of plants sufficient to give employment to the convicts. This money, too, must come from the general revenue fund. These enormous sums can not be taken from the revenues of a single year or biennial period. At the very earliest, it would take two years to build and equip plants, and then the State would be in an experimental stage of the change, with little or no revenue flowing back from the Penitentiary.

This proposition must be met in a fair, open, candid business way. If the contract system is to be abolished a once, and the Legislature wishes to work all the convict upon the roads of the State, then in such event the convicts could be supported out of the good road fund. This fund is sufficient to support the Pentitentiary, and if the entire labors of the convicts are to be used upon the public roads free, this being a donation from the State for the construction and maintenance of good roads, then in such an event the good road fund, which arises from the automobile license law and stamp act, could be used to maintain and support the convicts while doing this free public road work. If only a portion of the convicts are to be used and worked upon the roads free, then whatever numbers are worked thereon could and should be supported from the good road fund.

Again, if the Legislature determines to let the burden of the change fall upon a series of years, then, in such an event, the Legislature could provide for the building and equipping of one plant for the first period to manufacture such things as it may designate; and to then equip another plant for another purpose for the manufacture of other things for the second period, and so on. In this way the burden of the change would be distributed over a period of time and the service rendered by the State to its great eleemosynary institutions would not, in any way, be crippled, nor the cause of education impaired. In the matter of our educational and eleemosynary service, we must know no backward step, but procede to make these services better year by year, for they are of first importance.

I would suggest, however, as the first step and for the first period, that a farm of one thousand acres be purchased in the Missouri Valley, across the river from and directly opposite the Penitentiary, and that the State purchase a ferryboat and ferry the necessary number of convicts to operate the farm over and back daily. This farm should be used for the purposes of truck farming, raising beans, peas, corn, tomatoes, potatoes, cabbage, beets, greens, and many other necessary things. The State should have a small canning plant on the farm and can the products, and if the supply is greater than is needed at the Penitentiary, sell the surplus to other state institutions. The refuse or slop upon the farm, and the Penitentiary could be used to fatten hogs on the farm for consumption or sale. Here intensive farming can be conducted to a great profit and employ two or three hundred men, many of whom might be men who, heretofore, have rendered no service to the State by way of labor in the Penitentiary. Labor upon this farm would afford a healthful exercise, and not only be of profit to the State financially, but be beneficial to the health of the convicts by giving them fresh air, sunlight and a view of that great, free world awaiting them sooner or later, depending upon their own good behavior. The convicts in the Penitentiary, when left to their own choice, prefer

to work rather than to be idle. They are better off physically, mentally and morally at work. If left idle, the Penitentiary would soon become a lunatic asylum. Their tasks at no time have been hard.

The great quarries on the Callaway bluffs, which would be included in the property, would afford the means of using a large number of convicts to quarry and crush rock, which might be given free to the various counties of the State, the counties merely paying the freight. This is done in Illinois, the State using some two hundred convicts for the purpose. The equipment of the quarries, machinery, crusher and support of the convicts used therein should be paid for from the good road fund. The M. K. & T. Railroad parallels these bluffs within a few feet or yards, making the loading easy, and guaranteeing the practicability of this idea, and quick, easy and cheap transportation of the material. The farm would serve a double purpose, to wit: truck and other farming, and quarrying and making material free for public road construction.

I recently visited the Joliet Penitentiary and inspected thoroughly the convict farm, which this year will be practically 2200 acres. This farm is conducted on the usual and general plan, raising corn, oats, potatoes and things of that character. Ninety acres of potatoes yielded 70 bushels per acre; 400 acres in oats yielded more than 9,000 bushels, and the corn yield will be splendid for the year. This farm was started with 1000 acres, but after operating same successfully, the State determined to purchase 1200 acres more, making the same now 2200 acres.

Missouri can operate this proposed farm, by reason of its favorable location, cheaper and secure a greater net return than Illinois can from its farm. The character of produce proposed to be grown, the intensive plan, truck farming, will easily quadruple the returns. We have the rich soil at the very door of the Penitentiary, and can take the convicts to and from the farm daily, and avoid the heavy expense for buildings. This will not only give profitable employment and be humane in the extreme, but the investment will not

shrink, as the land could be sold any day for the price, and, as the years go by, become even more valuable.

The twine plant now in the Penitentiary can and should be enlarged and the law so amended that at least 150 men could be worked and the Warden permitted to sell the twine in any market and appoint agents to dispose of the same, and use the moneys received for the purpose of purchasing raw material carrying on and conducting the business, just as the moneys are now used from the contractors to support and maintain the Penitentiary. In this way, farmers would be given twine at a low cost and at the same time the State would receive pay for the labor of the convicts in making same and use it in supporting the institution. Under a proper law authorizing the business-like operation of this twine plant, it can and will become a large and profitable business to the State, and at the same time render the cause of agriculture a great service.

The expenditures necessary to meet these two things, the farm and twine plant, can all be drawn from the revenues of this biennial period, and without, in any way, hampering or impairing the service the State now renders to its educational, eleemosynary and other interests. The Penitentiary is now a going concern, and splendidly managed by Warden McClung. Should you abolish the system at once, and start everything anew, the Penitentiary could not be a going concern for at least two years, and, in the meantime, would be a great liability and drain on the state revenues, seriously injuring our educational and eleemosynary service, with the convicts idle, yet anxious and pleading for work.

About 100 of the convicts could be used for the purpose of making willow chairs, settees, and furniture of that character, the only investment for which would be the purchase of the raw material as no plant or machinery is needed, simply a few inexpensive tools. Some 200 convicts are now used in the Penitentiary at Joliet to profit for this purpose, and the products are sold to the wholesale trade. The Penitentiary could later equip plants for manufacturing other things to supply the various state institutions, but

this demand would be small, and would require the services of but few, as the market must be larger than the state institutions.

I merely make these suggestions to the Legislature, to the end it may, in its wisdom, in making the change work out a commonsense business plan. The State should pass from the contract system into the new system in handling convicts by degrees, and without retarding or hindering the educational progress, and the efficient service and humane considerations given at our eleemosynary institutions. It can be done by the exercise of good judgement applied to sound business methods.

CODE PROCEDURE

Last summer I appointed a Commission consisting of Judge Elijah Robinson, Kansas City; Edward J. White, Kansas City; John I. Williamson, Kansas City; Judge W. M. Williams, Boonville; Judge David H. Harris, Fulton; Judge Alonzo D. Burns, Platte City; Judge William T. Ragland, Paris; Frank Harris, Columbia; John W. Halliburton, Carthage; Judge Albert D. Nortoni, St. Louis; Frederick N. Judson, St. Louis; Judge Hugo Muench, St. Louis; Charles P. Williams, St. Louis; J. Lionberger Davis, St. Louis; and Breckenridge Long, St. Louis—all able lawyers of the State—to study our judicial procedure, prepare measures and so formulate our laws and codes as to bring about a speedier administration of justice, with fewer reversals because of technicalities in no wise affecting the merits of the litigation.

To this Commission immediately after the election, I added five members from the House: Thomas J. Roney, Webb City; Joshua Barbee, Marshall; James P. Boyd, Paris; J. W. Kaufman, Versailles; and T. B. Valentine, Unionville; and five members from the Senate, M. E. Casey, Kansas City; Frank Harris, Columbia; Robert D. Rodgers, Mexico; A. E. L. Gardner, Kirkwood; and C. P. Hawkins, Kennett, to the end they might labor with the Commission

and be fully advised as to and assist in work of the proposed revision.

Any system of judicial procedure will be abused more or less, but we should adopt a system which will reduce the abuse to the minimum. This Commission has labored faithfully and long and prepared some eighteen bills to meet the situation. The changes will affect both the civil and criminal codes, and bring about a speedier administration of justice, save expense to the litigants, and a large amount annually to the State in criminal costs. The Commission has striven to bring about a real revision and simplification of our procedure, and its labors should meet with the approval of the layman as well as the bench and bar. The technical barriers surrounding the doors of justice should be swept away, and every cause heard and determined upon its merits. The procedure recommended by this Commission will avoid many arduous and useless labors now imposed upon the Appellate Courts, and enable them, in the course of a reasonable time, to be up with the Appellate dockets and cases coming upon appeal may be finally heard and determined within a short time after appeal. To also assist in bringing this about, I suggest and recommend that the Legislature continue the law permitting the Supreme Court to appoint four commissioners to aid the Court, and that the same be continued for two to four years.

The report of the Commission to revise our judicial procedure is thorough and complete, and advises the Legislature of all the changes made, and it would be useless for me to address you at length upon this subject. It is enough to say that the proposed code contemplates that writs shall be returnable at a day certain, not exceeding twenty days from the date of issue; that defendants plead on the return day; that demurrers and other dilatory pleas be abolished; that courts be required to disregard all pleadings not affecting the substantial rights of the litigants, and reversals prohibited on account of such errors; that motions in arrest of judgment be abolished and errors complained of being specifically stated; that the necessity of saving

exceptions be abolished and affidavits for appeals not required; that distinctions between record and record proper be abolished; that the rules of the Courts of Appeals conform to those of the Supreme Court; that the Appellate Courts affirm in part and remand for retrial the issues only affected by the error; that a short form of record be substituted for the voluminous record now permitted under our present practice and which unnecessarily consumed the time of the Appellate Courts; that in criminal cases amendments of indictment or information be permitted at any time before trial; that information may be filed in felony cases without preliminary examinations and that the old common law formalities and technicalities be abolished; that no case be reversed because the record does not show the defendant was arraigned and pleaded not guilty; that criminal cases be docketed within thirty days after arraignment; that all objections to the sufficiency of the indictment or information be presented in one motion; that the number of peremptory challenges be reduced from thirty-five to twenty-four in capital cases, and giving the State and defendant an equal number of challenges; that no case be reversed unless the error complained of works a substantial injustice to the defendant. These amendments and changes, with many others, are proposed to the civil and criminal procedure, and upon the whole the recommendations are good, and I am satisfied this Legislature will gladly amend our code in these particulars, to the end we may have a speedier administration of justice in civil and criminal litigation.

This Commission, by reason of its long, faithful, efficient and unselfish labors, is entitled to the thanks of the officers and citizens of the State, and as Chief Executive, I tender to t my thanks and compliments.

There is no money available to meet the expenses of his Commission and to print its report, therefore I recommend to the Legislature that it appropriate the necessary unds to pay same.

FIRE INSURANCE

In 1913, a number of insurance companies, through their agents, met in Baltimore and determined, tentatively at least, to suspend business in Missouri, doing so under the belief the insurance companies doing business in the State were no longer under the provisions of our anti-trust statutes. Developments later in the Supreme Court confirmed the views of the State, and the error of the position taken by the companies. Many questions have arisen as to the fire insurance problems and the reasonableness of fire insurance rates. In the summer of 1913, I appointed a Commission composed of Charles G. Revelle, Superintendent of Insurance; Edward F. Goltra, St. Louis; C. D. Goodrum, Lamar; George Clayton, Hannibal; Joseph Reynolds, Kansas City; and M. D. Aber, Warrensburg, all good, strong business men, to investigate and study insurance questions, and make recommendations to the Legislature as to what could be done in the way of legislation to improve insurance problems and give reasonable rates.

Down at the bottom of the whole insurance question lies the reduction of fire waste. It is the first and most serious question of all, because it is the great factor in controlling the rates. The more fires we have, the higher the rate—the fewer fires we have, the lower the rate. In this matter, the interest of the companies and of the public is one and the same. Fire insurance is only an apportionment of fire loss. Fire loss is absolute. It finally falls upon the policy holder; it can fall nowhere else. The companies only apportion it, they are the disbursing agents of the people who provide the fund by paying premiums. The sure way to reduce rates permanently is to have fewer fires, to keep property from being overinsured, and to stop fires that start earlier in the game, with power and authority to bring this about lodged in some officer or department.

To this end, I would recommend the creation of a Fire Marshal Department, making same an adjunct of the Insurance Department, and under the supervision of the Insurance

Superintendent. In this Department we would have an official authorized to investigate the cause of all fires whose origin is at all obscure. He should be empowered to prosecute for arson; to compel the observance of building laws; to require the removal of hazardous conditions due to carelessness, or something worse; to prepare a code of instructions as to electric wiring; to inspect and examine properties, and to do such other reasonable things as are calculated to prevent fires and reduce fire loss or waste.

Some twenty-two states have such an official, and the plan has worked admirably. This officer is of great importance. As conditions are now, the innocent and careful suffer with the dishonest and careless. When a dishonest man burns down a building to get the insurance on it, it is not the company in the end upon whom the loss falls. The companies necessarily and inevitably take care of such losses in the rates paid by the honest citizens. When the accumulations of waste and rubbish, or the keeping of inflammable material, or flues lacking proper protection cause the burning of a building, it is not the company that finally bears the burden. That falls in the shape of heavier rates upon the careful and well-doing. The law ought to intervene and save the honest, careful and vigilant from the effects of crime and the carelessness of others. With a proper Fire Marshal law, and the law vigorously enforced, the people of Missouri would be in a position to secure much lower insurance rates, because the only thing that makes insurance necessary at all, fire loss, would thereby be reduced. The reduction in fire waste is a reduction in insurance rates.

The Fire Marshal Department, when it discovers a piece of property is overinsured, should order the policy reduced to a valuation equal or less than the value of the building, thereby reducing the moral as well as the actual hazard. This is a protection to the property not overinsured, and the State would, at the same time, be conserving its resources by reducing the loss of property by fire. Again, to illustrate, if there should be a dangerous building in the middle of a block, this building becomes and is a

serious insurance hazard, by reason of which the insurance rates upon every other building in that block and upon all personal property are greatly increased. If this building should be condemned and the owner required to improve same and remove the extra fire hazard, this would reduce the rate to every other man and owner in the entire block, both upon personal property and real estate.

Should the State create a Rating Bureau, or Bureaus of any kind, the same should be under the supervision and control of the State, with ample powers to safeguard the public as to rates and rate discriminations.

The Commission appointed by me to study insurance questions has labored diligently, and the report discloses a thorough knowledge of the insurance business from every angle and from the viewpoint of both the insurer and the insured. In this report, some wholesome suggestions have been offered, and which will prove of great value to your body in dealing with insurance legislation. Legislation on this subject is one solely for you, and you can frame measures meeting your own views.

The Commission has labored without charge, and funds should be appropriated to meet all its expenses.

STATE INDUSTRIAL COMMISSION

Under the law we have a Bureau of Labor Statistics, and Factory, Hotel and Mining Inspection Departments, and a Board of Mediation and Arbitration. These constitute five separate and distinct departments. The labors of some departments, under the law, are covered a second time by another department, and reports, traveling and other expenses unnecessarily duplicated. The State should combine these five departments in one department to be known as a "State Industrial Commission." This Commission should be composed of at least five members, not more than three of whom should belong to the same political party. This Commission, under a proper act enlarging and defining its powers and duties, can render a greater, better and more

efficient service than the five departments are now rendering, and do so on the same amount of money now expended by the State to operate the five.

By establishing an Industrial Commission, which should be fashioned after and along the same lines of the Public Service Act, you can place in operation a Commission which will meet the industrial needs and demands of the day, and render an enlarged service to the people, one far in excess of that heretofore rendered, although each department has been effective and efficient in its labors. It will place under one head the handling of all these questions which now go to five separate departments, and give the State a single head and a complete and competent system through which these important subjects and laws can be administered. It will not only consider questions and administer laws affecting labor, manufactories, industries, statistics, state resources, the mining and traveling world, but will also consider controversies and disputes and bring about industrial peace. The Commission can investigate industrial disputes and sit as a court for that purpose, issue subpoenas and compel attendance, and make its report, setting forth what, in its opinion, is the cause of the troubles, and the merits of the contention of the respective parties. A Committee, consisting of Senators William G. Busby, Carrollton; B. L. White, Marceline; Alroy S. Phillips, St. Louis; Walter C. Goodson, Macon; and R. S. McClintic, Monroe City, was appointed by the last General Assembly to investigate this subject and make its report to the present Legislature. The men upon this Committee were drawn from both political parties. The Committee's work has been thorough and complete, and it has prepared a measure creating an Industrial Commission, to which I call your earnest and careful consideration.

WORKMEN'S COMPENSATION ACT

I recommend to the Legislature the passage of a Workmen's Compensation Act. The growth and development of our transportation facilities, factory systems, industrial

progress, and the increase in the number of unskilled workmen about high power machinery, demand the enactment of a Workmen's Compensation Law. Perhaps a majority of the states have already enacted such laws. One of the prime objects of such an act is to avoid the great waste attending the litigation which arises under the old system of employers' liability laws.

The practical success of a Workmen's Compensation Act depends upon its simplicity, definiteness, reasonableness and compatibility with our state and federal constitutions. Such a law must be fair and just both to employer and employee. I have not had time to carefully examine the law prepared by the Committee appointed by the last Legislature, to study the subject and prepare a measure, but have examined it in a general way, and find it has much merit and perhaps is as good a measure upon the subject as can be found in the other states. This bespeaks careful labor, research and investigation upon the part of the Legislative Committee directed to perform this work.

ELECTION LAWS

During the two years I have been Governor of the State, I have striven earnestly, at all times, to have honest election, both in the primary and in the general election. My efforts have not been in vain. The present laws should be amended in many respects so as to safeguard the ballot, and insure every man that he will be permitted to cast his ballot free and untrammeled, have it counted as cast, and that no more votes be counted than are cast. A free and honest ballot is the keen-edged rapier safeguarding the rights, liberties and privileges of the people.

I have appointed a Commission composed of Hon. Sam Sparrow, Chairman of the Election Commission of Kansas City, Senator John W. Drabelle, Chairman of the Election Commission of the City of St. Louis, both of whom are Democrats, and Hon. Oscar Buder, a member of the Election Commission of St. Louis, a Republican, for the purpose

of having them prepare needed amendments to the present primary and general election laws, to the end the sanctity of the ballot may be safeguarded and benefits derived from a more speedy way in which results may be had both in the matter of registration and election returns. We enjoy a republican form of government when our elections are fair and honest; then, can it be said, and then only, that the people rule by and through public servants they have chosen.

There are more frauds perpetuated in primaries than in general elections. It should be made a crime for any person or persons to print, distribute, circulate or use a copy or a facsimile of any primary ticket, or any part thereof, prior to or on primary election day, to the end that combinations and slatemaking may be prevented. What reason can any man give why this should not be the law. Such ballots are printed and used only by those who engage in the slate-making combination, a thing not in keeping with the general welfare.

PUBLIC SCHOOLS—HIGHER EDUCATION

In my Inaugural Address, I stated, "I would rather leave my impress upon the educational interests of Missouri than in any other way." I then said, "Look well to the education of the youth of the land, for therein lies the safety of the future, as no state or nation can rise above the character and intelligence of its citizens." Upon this most important of all subjects, I have again kept the faith. Five pieces of progressive legislation, administration measures, were enacted by the last Legislature each of which stands out pre-eminently in the educational legislative history of Missouri. These laws have proven their worth in the field of actual trial and test.

The first of these new laws, the Carter-Brydon law, provides special aid for weak rural school districts, and under its provisions in 1913, the State gave special aid to 1,745 rural school districts, giving to that number of rural districts an eight-months' school out of each scholastic year, a school service these districts had not enjoyed before, and last

year we gave such special aid to 1,953. This special aid reached 113 of the 114 counties, thus serving practically every portion of rural Missouri.

The second of these new laws, known as the Wilson-McRoberts law, provided aid in the weak town, city or consolidated districts organized as village schools, thereby enabling such districts to maintain an approved high school, the special aid to such districts ranging from $200 as a minimum to $800 as a maximum. Under this new law, in 1913, we gave special aid to 167 town and village schools.

Under the third new law, known as the Buford-Colley law, permitting rural high schools to be established, the State will give special aid in the sum of $2,000 for building and equipping the central high school, and the minimum sum of $300 per annum for its maintenance and support. This law should not be confounded with the old consolidation law. Under this new law, in 1913, 36 rural high schools were established, and the State gave special aid to each, as herein stated.

Under the fourth new law, known as the Crossley-Snodgrass law, provision was made for the establishment of a teachers' training course in the high schools of the State, the same to be selected by the State Superintendent of Public Schools. Where a school established the teachers' training course, the State gave special aid to that school in the sum of $750 per annum, and if two were selected in the same county, then $1200 per annum, or $600 to each. In 1913, under this law, 73 first-class high schools added the teachers' training course, and each school was given from $600 to $750, and more than 1500 young men and women remained at home with their mothers and fathers, and secured the advantages of a teachers' training course.

The fifth new law, known as the Crossley-Orr law, provides free textbooks from the incidental fund of a district adopting same by proper vote. A proper proportion of the county fire and insurance tax moneys received from the State is placed to the credit of the incidental fund of such district, thereby enabling it to purchase free textbooks for

the children. Before the adoption of this law, free textbooks were supplied to only five districts in the State, whereas today the number of districts runs into the hundreds.

I have given this brief review of the new and progressive school legislation enacted by the last Legislature, to the end this Legislature and the people may know and more fully realize and appreciate the good work we have done in the cause of popular education. This record of eloquent facts speaks for itself. The last Legislature accomplished more for the commonwealth in the cause of popular education than has been accomplished within any previous period of ten years. The efficiency of our system of popular education is the beginning and the way of true progrees and achievement. Missouri is now unquestionably in the forefront and in the forward movement in her educational interests. Let it be understood that this special aid given under these five laws is in addition to the $1,644,651.22 distributed in 1913 from the State's revenues to the public school children of the State, and that without any increase whatever in the rate of taxation. Forget not the fact that education is an avenue over which must pass the triumphal march of civil and industrial glory. Neglect it, and the golden spears of progressive achievements will rust in the sunlight, and the commercial fabric crumble like a house of clay.

The rising generation is now in attendance in the public schools, preparing for the duties of citizenship. That Citizenship will be great just in so far as we educate the children. It is, therefore, of foremost importance that the public schools shall be properly equipped, and the boys and girls of the commonwealth given the greatest advantages which the State can command. Important school legislation will be presented to the Legislature at this session, and let me bespeak for you an earnest concern for the education of the children of today and tomorrow.

To the end Missouri may ever be ready to push forward our educational interests, I recommend that you enact a law creating an Educational Commission, consisting of three

or five members appointed by the Governor, to serve without pay but whose expenses are paid out of the general revenue fund. There are many able educators who are known throughout the land who would gladly serve without compensation, and render the State a service of great value. This is necessary to the end we may have one certain body to aid the educational department in keeping in touch with the educational necessities of the times. Let the Commission and the Department of Education, hand in hand, study the educational conditions of today and the problems of the future, and have recommendations ready that the State may have the most intelligent legislative action.

The great necessity of this Commission is felt at the present time; at this hour, under the supervision of Professor Pritchett, a native born Missourian, an instructor in the schools of higher education of this State for almost a quarter of a century, the Carnegie Teachers Foundation is studying Missouri problems, attracted to Missouri, among all the states, by reason of the progressive strides we have made along educational lines in the last two years. When the new conditions of today are placed side by side with the conditions as they existed a decade ago, and the comparison drawn, it will read like a romance.

We have a splendid University which ranks with the great Universities of the Republic, a School of Mines at Rolla, with Normal Schools at Warrensburg, Kirksville, Maryville, Springfield and Cape Girardeau. These instition of higher learning are abreast the times and contribute their full quota in advancing the cause of education in Missouri.

REFORMATORY

The penal institutions of the State consist of the Penitentiary, Missouri Training School for Boys, at Boonville, Industrial Home for Girls at Chillicothe, and the Industrial Home for Negro Girls, at Tipton. The mere punishment by confining in these penal institutions is not the full measure of the law. The State can and should render a

higher service, that of reforming as large a percent as possible, bringing them back into the paths of rectitude and good citizenship,

Realizing this, I believe there should be a new building or buildings erected at Boonville, and that institution made not only a training school for boys, but also a reformatory. The name of the institution should be changed from "The Missouri Training School for Boys," and there should be substituted the name, "The Missouri Reformatory." The Governor should be given power to commute the punishment of any person under thirty years sent to the Penitentiary he might deem suitable to be sent to the reformatory, and commit him to the reformatory for such a length of time as he may think proper, not exceeding the time for which the person was sentenced to the Penitentiary.

There should be different classes or departments established in the reformatory, according to the offenses committed, the age, conduct and character of the inmate, and provisions made for the transfer from one class or department to another. The Board of Managers should entirely separate, in a different department, the older and more hardened in crime from those of younger years and less vicious, and keep the classes or departments separated from each other, and provide different subordinate officers for each class or department, and provide rules whereby the inmates in one class or department can be transferred to another, from time to time, as their moral growth and good conduct might merit. In this way, the youthful offender who is in the department now known as the training school, by his good conduct and effort to reform, can work his way to liberty, and if he refuses to take advantage of the encouragement the State extends to him, he could be taken from that class or department and placed in another class or department with stricter rules and less liberties.

On the other hand, the older man and more vicious in crime who is placed in his proper class or department, surrounded with strict rules and environments and more closely guarded, can by his efforts to become a good citizen

and by his moral growth, work his way from that department and enter another department with more liberties and freedom, and ultimately work his way to freedom. In this way, the youthful offender who is in the training department and the older man in another department would have the object lesson in front of them and knowing if they failed to observe the rules and failed to take advantage of the opportunities held out to them by the State, they would be sent to a lower department with grated windows, all in plain view, where their liberties would be taken from them, and perhaps closely confined and guarded and even returned to the penitentiary.

In having the training school and reformatory at the same place and on the same farm, presenting the good and the bad as object lessons, and what the reward would be if good, and what the punishment would be if bad, a very wholesome lesson could be taught and great good follow. At the same time, it would relieve the congestion at the Penitentiary, as our Penitentiary is the largest single penal institution in the world. Perhaps some 200 or more men could be removed from the Penitentiary to the reformatory, and the reformatory continue its labors and industrial training, as the Boonville Training School is located upon a farm of 500 acres.

The institution now has graded schools up to the eighth grade, and teaches the boys plumbing, tailoring, shoemaking, baking, brick-making, brick-laying, music, knitting, patching, gardening, farming and electrical engineering. The State could also establish an agricultural experimental station at Boonville, and one also on the convict farm across the river from Jefferson City, and furnish competent young men as instructors who have taken a course in the Agricultural Department of the University, or use the State's farm advisors and other employees under the State Board of Agriculture, or in the Agricultural College. The State would be training these people in agriculture to the end they might go forth in the world and be producers of that which feeds mankind. An appropriation of not to exceed $75,000

would be sufficient to construct the new building or buildings so that the institution might become both a training school and a real reformatory. "He that is good will infallibly become better and he that is bad will as certainly become worse; for vice, virtue and time are three things that never stand still." An inmate, through his own efforts and evidences of reformation, can progress from class or department to class or department until final graduation day, when he becomes a free man and his citizenship restored by the Governor, having worked out his own destiny and having become the architect of his own fortunes. There is present the good and the bad; there is the hope of reward and the fear of punishment. "The grandest of all laws is the law of progressive development under it, and in the wide sweep of things, men grow wiser as they grow older and societies better."

GOOD ROADS

Since the proclamation declaring two "Good Roads Days" in Missouri, in August, 1913, there has been awakened a new spirit for this important internal improvement. Since that time some fifteen states have, by proclamation, had their annual "Good Roads Day," and some of the foreign countries. It needs no word from me to this body to confirm the fact that Missouri has made more progress in the construction and maintenance of good roads in the last two years than it has in any period of ten years preceding. Every member of this Legislature is well aware of the fact that great improvements have been made in every section of the commonwealth, and that Missouri is leading the way upon this important question.

The public highways of the country have ever marked by distinct epochs its civilization, and agricultural and commercial progress. It has marked it in the life of Missouri and of the American Republic. Until the highways stand abreast our broadest civilization, we will not be living up to our best privileges and the highest standard we can maintain in our civic and commercial life. We need to continue the

construction, improvement and maintenance of our dirt and our hard surface roads. The dirt road, however, is the most important of all the roads. It constitutes ninety per cent of the road mileage of the State, and will continue so to do for many years to come. It is the real road of the people and the great highway of commerce.

We are in favor of the construction and maintenance of macadam, rock concrete and other high-grade roads because every road that is constructed and passes through a section of country that produces something is an internal improvement of inestimable value. While we favor the construction of these splendid traffic ways, yet these are not the roads which mean most to the whole people. It is the dirt road, representing the first leg of the journey and over which moves the traffic of the State that serves us most; the road which enables the producer to bring more products to the railway stations and to the first markets of the country; the road which enables him to double the size of the haul and make the transit in less time, save wear and tear on harness and wagons and the lives of horses; the road that would bring additional hundreds of thousands of acres under cultivation; the road that would increase the value per acre of all the lands through which it passes; the road that will save hundreds of thousands of dollars in shrinkage in the delivery of live stock; the road that will increase the attendance in the public schools of the country; the road that will lessen that part of the cost of transportation which begins at the producers' door; the road every tendency of which is to improve community life and make it better morally, civilly and commercially.

There are bad dirt roads and good dirt roads. Bad dirt roads are a liability, good dirt roads are an asset. Missouri can not afford bad dirt roads, but it can afford good dirt roads. The dirt roads reach out into country life like tentacles and over them are moved the products representing the real commerce of the country, and their improvement will mean more to the State and Nation than any other one internal achievement which can be brought about. We can

not make all the roads in Missouri high-class roads, but we can make all the bad dirt roads good dirt roads, and in the meantime construct as many high-grade roads as possible.

Missouri has 63,370 miles of unimproved dirt roads and 54,264 miles of improved dirt roads. We have 3,420 miles of gravel roads, and 1,417 miles of macadam roads. We have 570 miles of sand clay roads, and 700 miles of roads made from chats. We have about 400 miles of patent surface and other miscellaneous roads, making the grand total in the commonwealth over 124,000 miles. Last year there was placed upon these highways betterments valued at approximately $8,000,000. Under the new inter-county-seat drag law, we have about 10,000 miles of inter-county-seat roads, regularly dragged by the State and upon which during the biennial period the State will have expended more than $225,000 for this purpose, while the people themselves have placed thereon special betterments in the sum of $1,500,000.

The general state road fund law (Article 5, Chapter 121, R. S. Mo. 1909) should be amended so the moneys going into that fund may be used, if necessary, in securing the moneys the federal government may wish to give, meet expenses of convicts when working on or building public roads, or used to meet other important and necessary contingencies which might arise in road construction. It goes without saying that the federal government will give special aid, but it may require the states or the people to expend dollar for dollar. Should this be true, then with the general state road fund statute amended, Missouri can be the first state to receive the federal moneys. It would be well if the committees on roads and highways would, in a limited way, revise the road laws. The laws upon the subject are too numerous and confusing, and this Legislature can render a good work in revising same.

Col. Frank W. Buffum, the efficient Highway Commissioner, has labored diligently and enthusiastically in his road work, and has rendered the State a service appreciated by the people in every section. His time and service devoted

to the State has been at a personal sacrifice, yet, with him it has been a work of love.

AGRICULTURE

Aside from handling the official business of my department and exercising a general supervision and control over state matters and in the securing of needed progressive legislation, I have labored earnestly for better roads, better schools, better agriculture and a better community life. These four things are the achievements which make a state or nation great in its citizenship, great in its agriculture, great in its finances and great in its commerce. Through these things the dome of Missouri's greatness will be lifted still higher in the skies. We know during this period we have secured better roads and better schools, and at the same time have bettered our agricultural interests, and these things of necessity give us a better community life.

A new message has been carried to the 300,000 farmers of the commonwealth through the labors of the State Board of Argiculture, and through the Agricultural College. The Agricultural College of Missouri is recognized throughout the Union as being the best in the Republic. It has grown year by year until it now stands at the head of all agricultural colleges. The last Legislature appropriated, in a general way, perhaps $100,000 more than heretofore, appropriated for the purpose of carrying this message to the farmers of Missouri through farm advisers, soil experts, experimental stations, manufacture of hog cholera serum and in many other ways. The State Board of Agriculture has labored diligently in every field, and the result of its labors carries commendation. During this period, I have made perhaps one hundred speeches in the interest of these things, and purpose to continue so to do during the remaining years of my term.

Missouri is a great commonwealth, and is destined to be the foremost among the sisterhood, occupying, as it does, so splendid a position in the great Mississippi Valley in this

new commercial day, when the traffic through the Panama Canal will cause the commerce from the farm and industries to find its way through new paths, upon land and sea. Missouri is blest with two large financial centers—Kansas City and St. Louis—and a score of other cities properous and progressive, in all of which are found large manufacturing and industrial plants. Missouri is blest with her great live stock, poultry, horticulture, mining and agrucultural interests. Certain parts of the State are peculiarly adapted to dairy, fruit and berry industries, and to the production of cotton, tobacco and other products. Missouri can come nearer producing all that is necessary to supply her wants than any of the states. Her rank and importance has been recognized by the federal government in giving to the commonwealth two of her twelve regional banks. This Legislature should be as liberal as it can in appropriating moneys to carry on the splendid work of bringing about a better agriculture. The soil of the commonwealth has not been called upon to really discharge its duty to mankind. The acres now tilled can be made to produce two and three times as much as it now produces by intensive farming, and by giving proper attention to crop rotation and soil treatment. The greatness occupied by the commonwealth in the commercial and financial world rests upon our strong and certain agricultural interests.

A great duty rests upon the business man in the city and the business man in rural Missouri to labor hand in hand and appreciate the relative importance which the business of the one bears to the business of the other, to the end we may have a better community life and build a greater commonwealth.

SMITH-LEVER ACT

The Legislature should pass an act accepting and meeting the terms of the Smith-Lever Congressional Act so the State may receive the moneys given by the federal government to aid in bringing about a better agriculture in the states.

IMMIGRATION

By reason of the European War, bringing about the destruction of vast properties in agricultural, commercial and manufacturing lines, a large immigration will set its face toward the United States. The class of immigrants will be far above the average and many will seek homes in America. Among them will be a larger number than ever before wishing to engage in agricultural and live stock pursuits. The door of opportunity in these countries engaged in war along these lines has been practically closed and the future uncertain. Missouri, through its Immigration Department and in other channels, should secure a great number of the desirable home seekers, and settle them in various sections of the State. The Southern Commercial Congress is now taking steps to secure this immigration.

UNCONSTITUTIONAL STATUTES

Realizing there are many laws upon our statutes which have been declared unconstitutional, and realizing further we have many statutes that are duplicates or acts in conflict, one with the other, I deemed it advisable to appoint a Commission to go through the statutes and prepare bills to repeal unconstitutional and duplicate acts, and to remove conflicting provisions. This Commission is composed of Senator John F. Morton, Robert M. Lamar, former Congressman from the 16th District, and E. L. Alford, of Perry, Missouri. This Commission has labored diligently, and will have many bills prepared so the Legislature may fully carry forward this work.

PUBLIC SERVICE COMMISSION

The Public Service Commission Act abolished the Railroad and Warehouse Commission, and the Public Service Commission has been no more expense to the State than it cost to maintain the Railroad and Warehouse Commission. The service it has rendered the people, however, clothed and

equipped as it is with greater powers and complete machinery for carrying forward its labors, has been far more beneficial, and felt in practically every community. The law creating this Commission is one of the most important acts of the Legislature in many years. A number of other states have since followed the example of Missouri, and have modeled and fashioned their legislation after the Missouri Act. The Commission has now been at labor for twenty months, and in that time has handled approximately 600 formal complaints and applications, and approximately 1,000 informal complaints. The fees collected by the Commission and turned into the general revenue fund of the State have reached the splendid sum of $100,000. In addition to these fees, the Commission, through its Counsel, Judge Bean, ascertained the cost paid by the State in the Missouri Rate Cases upon motion in the Federal Court, same was collected and turned into the Treasury, approximately $30,000.

The Commissioners have selected experts of the highest class and character. The service of the Commission to both the public and the public utilities coming under its jurisdiction has been entirely satisfactory. There is no question but what the Missouri Public Service Commission is one of the best, if not the best, organized Public Service Commissions in the United States, and has done and is now doing some of the most effective work along broad-gauge, sensible lines. This praise is voiced by other states, and also from the Federal Government.

INSURANCE DEPARTMENT

The Insurance Department is one of the largest departments in the State. The administration of insurance affairs by Hon. Charles G. Revelle, has been exemplary. Being an able lawyer, he is thoroughly versed in every phase and angle of both fire and life insurance. His ability in this line has been recognized by the National Association of Insurance Commissioners, and he has served it in important

matters and on important committees. The returns from this department for the biennial period are $1,532,504.36, same being $131,369.76 more than was ever made before by the department in a like period of time. As a member of the Insurance Committee appointed by me to study the subject of Insurance, he has rendered the State valuable service.

BANKING

The Banking Department, under the management of Hon. John T. Mitchell, an experienced man in the banking business, has dealt with the banking interests of the State and administered the laws in an able manner. He has been called upon to deal with financial affairs under very unusual conditions, yet his record written for the period is one of excellence. The banking laws need amending in some respects, and this is especially true so as to make it definite and certain that the State banks may participate in the benefits derived from the new national currency law, establishing regional banks. An Enabling Act should be passed.

STATE BEER INSPECTION DEPARTMENT

Hon. Speed Mosby, the State Beer Inspector, has faithfully met the duties resting upon him and has secured a net return for the department in excess of any preceding biennial period. The returns from the department amounted to practically $995,000.00, which is about $30,000.00 in excess of any preceding biennial period.

NATIONAL GUARD

General John B. O'Meara, in the administration of the affairs relating to the National Guard, has been able and economic. He has maintained a higher standard than in the past, one that has met with the approval of the War Department. Fifteen thousand dollars was appropriated by the last Legislature to meet the expenses of the Union and Con-

federate soldiers now living in Missouri who desired to participate in the ceremonies upon the field at Gettysburg, as arranged by the State of Pennsylvania and the United States Government. The Adjutant-General, in discharging the duties enjoined upon him under this appropriation act, gave every comfort and consideration to those who visited the battlefield from Missouri, met all expenses and returned them to their homes without accident and turned back to the Treasury, unused, the sum of $5,080.80. I wish to commend General O'Meara for his careful and efficient service as Adjutant-General and military secretary to the Governor.

STATE FOOD AND DRUG COMMISSIONER

Hon. F. H. Fricke, of St. Louis, the State Pure Food and Drug Commissioner, has been exceedingly active in the discharge of his official duties and has rendered the State an exceptionally able and conspicuous service. His labors have been along a high standard, and have received the approval and endorsement of the city and country press, irrespective of politics. He has an efficient corps of able assistants. There are some amendments to the law needed effecting his office, which no doubt will receive your careful and candid consideration.

BOARD OF PARDONS AND PAROLES

The Board of Pardons and Paroles has diligently inquired into applications for executive clemency, and the fact that out of 294 paroles, only 12 have been revoked, is the best evidence of the conscientious way in which the Board has performed its duties. This has been a labor upon the human side of life, and has declared a dividend money can not measure.

BOARD OF CHARITIES AND CORRECTION

The Board of Charities and Correction has been unusually active during the biennial period and has rendered excellent service. It made 141 visits to eleemosynary in-

stitutions and visited 98 jails and poor houses, making a total number of 239 visits during this period. It has performed this service and many others out of an appropriation of only $5,000, and should be more generously considered by the Legislature, to the end it may be able to continue and increase the great service it is rendering.

LABOR BUREAU AND FACTORY AND MINING INSPECTION DEPARTMENTS

Hon. John T. Fitzpatrick, Labor Commissioner, has added many new and beneficial features to the work in the Labor Bureau, and has made it one of the principal factors in the advertisement of Missouri's wonderful natural wealth and resources and its achievements in agriculture, mining, manufacturing, finance and commerce. Its reports are copied and commented upon favorably by the press throughout the entire republic.

Hon. A. Sidney Johnston, Factory Inspector, has increased the standard in his department and so systematized the work that he has carried forward his labors with fewer employes than authorized by law and, at the same time, made more money for the State. His administration is as thorough and complete as it can reasonably be made under the present law.

Hon. George Hill, Chief Mine Inspector, has been careful, faithful and diligent in the discharge of the duties of his department, the best evidence of which is that mining accidents during his administration have decreased over forty per cent.

There are many other departments whose splendid work and efficiency I would be glad to present to the Legislature, but it is not practical to cover same in this Message.

PANAMA-PACIFIC EXPOSITION

The Panama-Pacific Exposition Commission is composed of Col. W. A. Dallmeyer, Jefferson City; W. D. Smith, Princeton; John L. McNatt, Aurora; W. T. Cunningham,

Caruthersville; and Normal M. Vaughan, St. Louis. This Commission has been exceedingly active in assembling exhibits so as to advertise Missouri and her resources and industries in a proper and fitting manner at the Panama Exposition. The Commission has constructed a beautiful Missouri Building which is now nearing completion. While the State has not constructed an expensive building, yet it is one of which all Missourians who visit the Exposition will feel proud. The Commission has expended only a portion of the $100,000 appropriated to it, and it will be necessary for this Legislature to re-appropriate the balance, and also an additional sum of at least $25,000, to enable the Commission to properly display the great resources and advertise Missouri in a way befitting its importance and dignity.

SPECIAL APPROPRIATIONS

The commission paid out of the Capitol Building fund, for the sale of Capitol bonds, should be replaced by proper appropriation from the Capitol tax fund. This commission amounted to the sum of $138,947.89, also the interest on bonds, maturing before sale, amounting to $168,787.50. These sums come from the Capitol Tax Fund and are for the purposes voted by the people. The matter is merely one of form, yet it might be forgotten if attention is not called to it.

In dedicating and unveiling the monument of General James Shields at Carrollton, November 12, 1914, it was appropriate and fitting that some of the National Guard be present. There was no appropriation available to pay this expense. The Sante Fe Railroad was called upon to transport a battalion of troops from Kansas City to Carrollton and return, and the Legislature should make an appropriation to cover this expense, and reimburse the Railroad. The same will not exceed $500 or $600. The citizens of Carrollton generously fed and entertained the troops while there.

The Legislature of 1911 appropriated $10,000 to be used in erecting in Riverview Park, Hannibal, Missouri, a suitable monument of bronze and stone to the memory of Samuel Clemens, known in literature as "Mark Twain," and also appropriated the sum of $1,000 for the purpose of erecting a suitable marker to designate the birthplace of said Clemens, at Florida, Monroe County, Missouri, near the junction of the north and south forks of Salt River (Acts 1911, page 73). The Commission appointed to erect the monument and the marker erected same, but through oversight failed to ask the Legislature of 1913 to re-appropriate the funds, and the monies could not be used after the expiration of two years from the passage of the act by the Legislature. The bronze monument erected in Hannibal cost $9,925.73, on which only $212.00 was paid, leaving unpaid the sum of $9,713.73. The funds were on hand to pay same, and it could have been used save and except for the time limit, and as the money has reverted to the Treasury it is necessary for this Legislature to re-appropriate same, together with any additional sum that may be necessary to place the person or persons to whom the money is due in the same position he would have been had the money been paid at the proper time. The marker erected in Monroe County cost $985.98, upon which the sum of $325.28 was paid, leaving the balance due on the marker $660.70. The money having reverted to the Treasury, it is necessary for this Legislature to re-appropriate the same, together with any additional sum which may be needed to place the person to whom it is due in the same position he would have been had it been paid in time. There are some others, but I will not burden the Message with the detail.

IN CONCLUSION

As the representatives of the people, knowing well the needs of the commonwealth, you will be earnest and diligent in crystallizing into progressive and constructive legislation those things which we feel certain will inure to the benefit

of the State. To bring this about, it is necessary that you be imbued with the spirit of the new day and of the new Missouri. "Old things are passed away; behold, all things are become new." Give us good, clean, wholesome, progressive and constructive legislation, commensurate with the day and adequate to meet the reasonable requirements and necessities of the people. In the matter of legislative achievements, you alone can act. I can only recommend and there my duty and powers cease. You will either build or still the wheels of progressive achievements. I am satisfied you will write a splendid record, one which we can commend at the close of the session, one which will meet with the approval of the people.

Be concerned, at all times, with the larger things, and look only to the interests of Missouri and her people and not to the side lights set by those who are not concerned in the progress of the State, and who may be too narrow to look beyond a political environment. Be safe, conservative, and fair to every interest. Be careful not to depress or destroy any legitimate interest, great or small—they go to make up our great financial and commercial fabric. Should you distress or injure any interest in the commonwealth which contributes to our commercial aggrandizement and progress, you, to that extent, destroy or retard the business of the State and the country. Place your feet upon safe ground, in these matters, to the end the country's march to civic and commercial glory may be safe, sound and certain.

I have been so impressed with the resources of Missouri and its location and commanding position in world opportunities, that I can see for it a golden future and wish to speed the day when the sister states will recognize her as the leader in finance, commerce, agriculture, manufacture and in legislative achievements.

While in the last session the legislative program of the four years was carried to a full, complete and successful determination; yet, these things I have presented to you in this Message and which you can carry out if you desire, are of great moment and importance. You have been elected

by the people for the Legislative service, and you alone are responsible to them for the fulfillment of the duty. If I can be of service to you in the discharge of your duties and in meeting these problems, I will be happy to serve you as best I can. There is important work to do and you have the opportunity to serve Missouri in a way and manner seldom offered to representatives, and may your labors contribute to the success and well-being of the State and the glory of its history.

Respectfully submitted,

ELLIOTT W. MAJOR,

Governor.

SECOND BIENNIAL MESSAGE

JANUARY 5, 1917

From the Appendix to the Journals of the General Assembly, 1917

STATE OF MISSOURI, EXECUTIVE DEPARTMENT, CITY OF JEFFERSON,
JANUARY 5, 1917

To the Senate and House of Representatives of the Forty-ninth General Assembly:

The Constitution of Missouri requires the Governor "at the close of his term of office, to give information by message of the condition of the State, and recommend such measures as he shall deem expedient." The purpose of this constitutional provision is to give to the General Assembly the benefit of the experience of the retiring Governor, based upon this four years service.

I take particular pleasure at this time, in meeting this constitutional mandate and in giving information and making recommendations to this Assembly of able representatives. In reviewing the record of the past four years, I can say I am pleased with the splendid, progressive and constructive legislation, and with the good public service rendered in each department. The various educational, eleemosynary, penal and reformatory institutions have presented a record which, for efficiency and economy, has not been excelled. New buildings in many instances have been constructed, and a marked improvement made in every way in each institution and the various departments have given the State a greater net return than ever before for the same length of time during any administration. As provided by law, I have had an audit made of the accounts of every state institution and department, and in no instance has a single cent of the State's money been improperly expended.

I shall, later in this message, discuss some of these matters in detail. The people of the commonwealth have

been given a good, clean public service. The record has been written, can not be changed, and will speak for itself. The achievements accomplished, and the service rendered is the best evidence. In dealing with the affairs of State, it is purely a matter of business on the one hand, and of securing constructive and progressive legislation on the other.

The administration has been called upon to meet many new burdens or obligations, and many new requirements, without any special provision having been made by the Legislature to meet them; but by economy and the best business efforts, the State has succeeded generally in meeting them and doing the same better, with the revenue at hand, than has been done by preceding administrations. The increased sums of money paid to the various departments and institutions, without an increase in taxation or the rate, is the best evidence of the economic and business-like methods employed.

STATE FINANCES

The State has assets and liabilities, just as any financial institution or business, and its obligations should not exceed its assets or annual revenue. The last Legislature appropriated something like $4,500,000.00 more than the revenue. An appropriation, however, is not an indebtedness, but merely a line of credit, and does not become an obligation by reason of the mere fact of the passage of the appropriation bill. The appropriation must be followed up by the State making debts thereunder. If the State does not make the debts under the bill, then there are no debts or obligations for the State to meet, by reason of the excess appropriation. I vetoed and held up, by agreement in writing, over $2,000,000.00 of the excess appropriations and held up the balance by execution only, and directed the departments and institutions not to incur any debts whatever by reason thereof.

Many have spoken in a loose way of these excess appropriations constituting a deficiency. This, of course,

as you know, is not true. Such persons have labored under the erroneous idea than an appropriation was of itself a debt, and therefore treated the $2,500,000.00 excess appropriations held up, as debts although no debts for said sum were made. Before the executive order holding up this balance of $2,500,000.00 reached the various institutions and departments, some debts were made, but only for sums of no consequence. The entire amount of all accounts, debts and bills approved and on file in the Auditor's office remaining unpaid on December 31, 1916, and for which appropriations were made, was $901,458.90. The moneys collected in the month of December and in the hands of the collectors of the various counties of the State on said date were at least $2,000,000. This sum was more than sufficient to pay these bills with a heavy balance remaining, but said moneys, although they belong in law to the revenues of 1915 and 1916, yet same will not reach the Capitol until about January 15th. On December 31, 1916, however, the books, under the departmental practice, were closed for the biennial period. This sum, when received, under the practice, will not be paid out now to meet said bills and accounts until the same is reappropriated. There is now in the General Revenue fund a balance of over $355,000.00.

The change in the charter of the City of St. Louis which went into effect in 1914 caused a further shrinkage in the receipts of the Treasury during the closing months of this biennial period. Under the old charter, a discount or rebate was given to induce the early payment of taxes. The new charter offers no such inducement, and consequently the remittances of the Collector of the Revenue of the City to the State Treasury for the quarter ending December 31, are several hundred thousand dollars short of what they formerly were.

The bills and accounts remaining unpaid represent the normal or usual amount remaining unpaid at the close of any biennial period, or at the close of any term. There was left unpaid at the close of the term of Governor Hadley the sum of $772,000 such bills, and at the close of the Folk

administration something in excess of this amount, so the bills remaining unpaid at this time merely represent the usual or ordinary condition. This will always be true so long as the fiscal year closes on December 31st—a date just prior to the receipt of taxes for the preceding year. The fiscal year should close in June.

I will call your attention to indebtednesses which the State should make special provisions to meet—debts which the present administration did not make, which are not deficiencies thereunder, and for which no appropriations were made, same being debts or obligations accruing by operation of the law, etc., to-wit:

Pensions to ex-Confederates in excess of the appropriations made, the number having increased more than the Legislature contemplated—the State having paid every dollar appropriated...	$240,000
Amount for condemned and slaughtered cattle in excess of the appropriation, every dollar appropriated having been paid out for that purpose.....	120,000
Total.....	$360,000

You must also provide specially to meet the following maturing contracts for 1917 for buildings, which contracts public necessities required should be made now for structures for 1917, so the buildings could be completed as soon as possible in and by the new administration, to-wit:

Contract made by the Board of Inspection of the Penitentiary to construct a second new cell building, the contract for which matures in 1917.....	$75,000
Contract to construct one of the large number of buildings we constructed at Warrensburg, Normal, all buildings having been destroyed by fire, the	

contract for which building matures in April, 1917	$142,000	
Total		$217,000
Grand Total		$577,000

Let it be thoroughly understood, as the items show, that the said sum of $577,000 is not a deficiency or default under the present administration.

At this time I wish to call your attention to the fact that the excess amounts paid to twenty-odd state institutions by the present administration, over any preceding one and hereinafter set out in full is the sum of	$2,534,000.00
that the excess amount paid to the public schools by the present administration, over any preceding one, is the sum of	894,194.89
Total	$3,428,194.89
That the present administration has paid deficiencies from the last two preceding ones, and hereinafter fully set out in the sum of	772,572.33

The grand total, then, of the excess amounts paid state institutions and the public schools and the said deficiencies of other administrations is the sum of $3,428,-194.89, plus $772,572.33, or $4,200,767.22.

So, without any special provision having been made by the Legislature, we have paid deficiencies of preceding administrations and paid excess sums to the public schools and paid excess sums to state institutions of over $4,200,000 more than was ever paid them during any preceding ad-

ministration in the history of Missouri, and have done so, leaving unpaid accounts and bills only to the amount of $901,458.90, with a balance in the General Revenue fund today of over $355,000.00. There will be money to meet this sum in the Treasury inside of ten days, however, collections made in December, but by the rules of the departmental practice, it can not be used for that purpose until reappropriated. This financial record and achievement is unequalled in any other administration. This excess has been met and paid without the Legislature providing any ways or means whatever to meet the same, and could only be done by strict economy and good business management.

The revenues of the State have not been consumed in extra offices, clerks or positions as the increase during the period would not affect the revenues, because the principal ones have been either self-sustaining, or more than self-sustaining.

A part of the said accounts and bills remaining unpaid represent moneys borrowed by the penitentiary to start new industries, and for which the State has the benefit, it having been necessary to borrow for this purpose, because the Legislature made no effort to provide and did not provide means so to do.

The State lost, by reasons of added dry territory voted by the people, and decrease in the number of saloons, for the biennial period, $300,000; the State also lost by partial abolition of the contract system at the penitentiary, $200,000—or a total loss, by reason of the operation of the law alone and the votes of the people, $500,000. So, we have met an enlarged service, and paid $3,428,194.89 more to institutions and the public schools than ever before and also paid deficiencies of $772,572.33—and did so while the law and the votes of the people took away from the State one-half million dollars revenue as just stated.

The loose statement made also that there was $700,000 deficiency in the public school fund is absurd, for there is not a deficiency of a single cent in such fund. So much has

been said and written about the State's finances that I shall deal more fully with the same than usual.

The estimated revenues available for the payment of appropriations for 1917 and 1918 will be approximately $11,500,000, or about $5,750,000 per annum, if the conditions remain practically the same as during the last biennial period. This is a sufficient amount only to conduct the State's business, and care for, in an efficient way, all departments and all of the educational, eleemosynary and penal institutions. If new buildings are to be constructed and the new burdens and new conditions met, then the revenues must be increased sufficiently to meet the construction of these new buildings, the new burdens and new conditions.

The contract system at the penitentiary has been abolished and at the close of the present contracts, this institution, by act of law, becomes a house of idleness. Almost 3,000 convicts will suddenly become a burden upon the State, when heretofore that institution has been practically self-sustaining. The convicts are better off at labor, and they prefer to work rather than be idle, and the discipline is much better. The penitentiary has been earning each year approximately $500,000. Having abolished the system, this institution now must draw upon the general revenue fund for $500,000 a year, or $1,000,000 for the biennial period. With this condition as it now stands, special provisions must be made to raise $1,000,000 additional revenue to make up for this new burden now placed upon the general revenue fund.

The law provides that industries must be established in the penitentiary. This also is a new burden upon the general revenue and as the Legislature has made no provision for the funds to install the industries and purchase raw material, etc., therefore this Legislature must provide ways and means to raise a sufficient sum to do this, which will not be less than $750,000.

The last Legislature, by a new act, increased the amount of money to be paid for cattle, condemned and slaughtered,

from a maximum of $25 to $200 per head. Every cent appropriated by the Legislature for this purpose has been paid, yet the amount of this increase has been something like $120,000 in excess of the preceding biennial period. This is a new burden as heretofore stated, and must also be met by special provision for revenue.

The Legislature passed an act, authorizing pensions to ex-Confederates. It appropriated $30,000 for the first period, the intention being that it would be cheaper to give this character of aid to the Confederate indigent, rather than construct new buildings at the Confederate Home, because in the course of time, the ex-Confederates would pass away. This obligation has suddenly and unexpectedly grown until it amounts to something like $200,000 a year. No provision, however, has been made by the Legislature to meet this new burden, consequently your body must also make special provisions to meet the same. This is true as to many other new matters, such as the second new cell building at the penitentiary and the last new building for the Normal School at Warrensburg, as previously stated, both contracts maturing and money due in April, 1917.

An enlarged service has been demanded of the State, by reason of growth in various institutions and progressive legislation, and to meet this new growth and enlarged service, the Legislature has made no provisions, whatever, and it is the duty of your body to provide revenue to meet the same. In other words, it is impossible to impose new burdens and a new and enlarged service upon the general revenue fund never borne before, and not provide special revenue. You must not expect the general revenue fund to continue meeting the usual demands and also these newly added and heavy burdens or obligations without providing a larger revenue for this fund or purpose.

We have been most fortunate, however, in being able to practically meet these new burdens and these new conditions but only because of a splendid service in each department, whereby the State has earned a greater net revenue than ever before in the same length of time. Also, by

reason of the fact that while I was Attorney-General, the department secured convictions and judgments against the Harvester Trust, the Ice Trust, the Beef Trust, the Lumber Trust, etc., whereby there has been collected and paid into the general revenue fund, by reason of these convictions and fines obtained, something like one-half million dollars. The incoming administration, however, will not have the benefit of any such aid.

Therefore, you can readily see it will now be necessary for you to make special provisions to increase the general revenue fund. The reason for this increase, however, is not because of deficiencies or bills and accounts remaining unpaid, because that is only usual or normal and temporary, but because of the real truth and facts which you must meet in these new burdens, changed conditions and new obligations which I have set forth, to-wit: the loss of $1,000,000 earnings at the penitentiary, the establishment of industries at the penitentiary, requiring at least $750,000; the allowance for slaughter of cattle increase, $120,000; increase in the amount of pensions to ex-Confederates, amounting to $200,000 per annum; second, new cell building at the penitentiary, $75,000 or more; last building at the Warrensburg Normal, $142,000, and due next April, etc., etc.

During the late campaign, much was said about the needs of State institutions of every class. During the four years of this administration, the following institutions and departments, however, were paid $2,534,000 more than was ever paid the same institutions during the four years of any preceding administration. The State Penitentiary, the Reform School for Boys, the Industrial Home for Girls, the Industrial Home for Negro Girls,—increase in round numbers, $530,000; the Bureau of Mines, Bureau of Labor Statistics,—increase in round numbers, $17,000; the Board of Agriculture, Board of Horticulture, State Fair, Poultry Association, Dairies, Fruit Experimental Station, County Fairs, etc.,—increase in round numbers $220,000; State Board of Health, Board of Charities and Corrections, Food and Drug Commissioner, Pensions to Confederate veterans,

—increase in round numbers, $258,000; the Rolla School of Mines, College of Agriculture, and University,—increase in round numbers, $348,000; improvement of public roads and road drag law,—increase in round numbers, $1,161,000—total increase, $2,534,000.

Thus, the records from the Treasurer's office of the amounts already actually paid, disclose that in the four years of this administration we have paid to these twenty-odd institutions and departments, the sum of $2,534,000 more than was ever paid to the same institutions and departments during any previous period of four years. This record of excess moneys paid is evidence indisputable of the economic and efficient handling of the State's business and finances.

There have been many times when the general revenue fund was low, but that was natural and will always be so. With the State being required to meet these new burdens and new obligations, without any provisions having been made by the Legislature to meet them, and requiring the same to be paid out of the receipts, just as in previous years, the revenue fund necessarily would be low. In fact, it is the best evidence of the State's efficiency that it was low. The money was collected for the purpose of supporting these State institutions and departments, as the law provides, and each and every dollar was legally and economically used for that purpose. If the money had been left in the Treasury, it was not performing the functions for which it was collected and needed. If it is paid out, it is discharging the functions for which it was collected, and as the law requires. To boast or speak of a large balance in the general revenue fund would be but to proclaim a failure upon the part of the State to discharge its duty and meet its obligations to State institutions. You can not conduct your institutions properly with our small revenue, and at the same time carry a large balance in the general revenue fund. In other words, you can not eat your cake and have it, too. The balance of cash on hand in a bank is not the evidence of its earning capacity and the service it is rendering the

institution and the public—it is the number of dollars safely loaned and working and operating that is the evidence of the success of the institution, and the service it is rendering.

The State of Missouri has conducted its business for a less sum per capita than any State in the Union, and while that is true, at the same time it has given more service in return for each dollar expended than any other state. At this moment, the State of Missouri, financially, is in as good or better condition than any of the other States in the Mississippi Valley, and better than most of the counties in the State.

The administration in its departments as stated, has made more net revenue for the State than any preceding administration, and has paid more than any preceding administration to the institutions and departments, and has rendered a better and a larger service. This has been done at a time which is very unusual, at a time when the cost of living has increased at least one-third. This is the record I present to you in this official communication. The financial machinery of the State of Missouri has never broken down, nor has its efficiency been impaired. I do not see how you can improve upon the machinery as our Constitution now stands. The Legislature overloaded the machine, but the Executive Department removed the excess load. You must meet only new burdens, new and enlarged service and the new contracts for buildings maturing in 1917.

In looking back, I would not change the policy in handling the over-appropriations. I vetoed outright and held up, by agreement in writing, as stated, more than $2,000,000, and the balance of over $2,500,000 was held up in the customary way. To do this was the best for the State and the institutions, because when anything was done to increase the expected revenue, that sum could be used, whereas, if the entire excess appropriations had been vetoed, it could not be used, but lie idle in the Treasury. To be specific, in August of last year, under the reorganization of the Frisco Railroad, a fee of $270,000 was paid into the gen-

eral revenue fund. Had I vetoed all of the over-appropriation, then this $270,000 could not have been used. As it was, $270,000 immediately flowed into the State's service in its educational, penal and eleemosynary institutions.

No administration is responsible for the fact that the State does not give more revenue. That can only be done by and through the Legislature. The State officers are but disbursing agents, and can only disburse the moneys which the people pay and the departments earn, and that only for the purposes provided by law and the appropriation acts.

It will be news of public interest to know that during the first two years of this administration we paid debts made by the preceding administration in 1911 and 1912, the sum of $622,572.33; that we paid debts amounting to $150,000 made during the administrations of Governors Folk and Hadley, in years preceding those, making the sum total of deficiencies paid by the present administration, $772,572.33. We had nothing to do with the making of this indebtedness, and did not receive the benefits therefrom, but were called upon to pay, and did pay the same.

In addition to the above, we have paid $200,000 to ex-Confederates, a new obligation, and paid part for re-building the Normal School at Warrensburg, and the balance will be paid during the incoming administration, when the same matures, which will be in April, 1917. The institution was destroyed by fire, and its reconstruction will cover the two separate periods. Many other new obligations have been placed on the administration, and which have been paid and not here recounted.

Many things can be done to aid the revenues under the conditions as they now stand. For instance, there is at least $300,000 to $400,000 always idle in the road funds. If road moneys were placed in the general revenue fund, and the same amount of money appropriated and paid to the roads which they now receive, the general revenue fund would have at least $300,000 to $400,000 working which heretofore has remained idle. In this way, the roads would

receive the same benefit, and the State would have the benefit of $300,000 to $400,000 more working capital in the general revenue fund.

Among the public matters suggested to increase the revenue, I rather like the suggestion of having a recording mortgage tax or fee, if constitutional. I see no objection why the collateral inheritance tax might not be increased, to the end the collateral inheritance tax alone might support the University, without drawing on the general revenue fund for any such purpose. There might be a moderate increase in automobile licenses and the increased sum therefrom placed in the general revenue fund. If, however, the road money should be placed in this fund, it would also carry this increase.

In the matter of interest upon the daily deposit of public moneys (not including the Capitol building fund), the present administration has secured at least $160,000 more than was ever secured in the same length of time. Wherever the finance of the present administration comes in touch with any preceding one, in every instance, you will find an excess service in favor of the present administration. In presenting this kind of a record, I can look upon it with great pleasure and deep satisfaction, feeling full well that a service has been rendered which stands in the highest.

The best interest of the State would be better subserved by having as few separate funds as possible. The moneys in every fund, where it can be done under the Constitution, should be placed in the general revenue fund, to the end there may not be a large amount of idle money lying in the Treasury unused and of no benefit.

I will call attention further to the fact that there is now probably $1,000,000 idle in the interest fund. The entire indebtedness for which this sum has been collected from the people, has been fully discharged and paid, with this balance left on hand, and it is serving now no useful purpose. The sums collected each year more than pay the interest and leave more money to be added to this fund, so it is growing year by year. I would recommend to you

that such steps be taken as will enable you to place this $1,000,000 of idle, unused and not needed money in the general revenue fund, to the end, it may be used in advancing the interest of the State and its institutions.

Notwithstanding the large, heavy, unusual and new burdens placed upon the present administration, and notwithstanding the loss of revenue, as heretofore stated, in two departments, by act of the people and the Legislature, yet the administration has been able to meet, go forward and give more money to the state institutions, and a better service to them than ever before, and still leave the finance of the commonwealth in as good condition at the close of the term as it has been at the close of any preceding term in many years.

You must take into consideration the estimated revenues available when making your appropriations, and keep within safe bounds. Meet your obligations and duties in this respect, and do not impose too great burdens upon the Governor in the exercise of the veto power and in holding up appropriations. It will always be necessary to hold up some appropriations in writing, because in making the appropriations to institutions and departments, you often give the same in one item, and there is nothing left for the Governor to do but approve that item, or let the institution or department go entirely without funds. He must approve it and hold up the excess amount, just as the present and all preceding administrations have done. The policy is nothing new and is the safest and soundest one.

MANAGEMENT OF STATE INSTITUTIONS

Some of the State Hospitals for the Insane have industrial departments, and have conducted the same with profit to the State and much benefit to the inmates. The various institutions have improved their systems for treatment of patients, and have greatly increased the per cent of cures and benefits. The institution for the Feeble-minded and Epileptic, at Marshall, has had many new buildings,

and Dr. Wilson, the Superintendent, has been very efficient in the management of same—reducing the seizures over 50 per cent. He has been most efficient also with the finances of the institution. This wonderful change for betterment places the Colony for the Feeble-minded the equal of any of its kind in the country.

The State's Hospitals for the Insane have been well provided with repairs, and are, in my judgment, reasonably ample to care for patients. Perhaps some may need added buildings. Dr. Biggs at Fulton, Dr. Bradley, at Nevada, and Dr. Scrutchfield, at Farmington, have been exceptionally efficient in the treatment of the inmates, and in conducting the affairs of those institutions. I can venture the assertion that for ability and efficiency in every department, the Superintendents of these institutions are the equal of any in the land. The State Hospital at Fulton, under the direction of Superintendent Biggs, does not owe a cent and has more than $10,000 to the good at the close of the four years; the State Hospital at Nevada, under Superintendent Bradley, does not owe a dollar and has $30,000 to the good, and the State Hospital at Farmington has no debts and has $45,000 to the good. These records are unequaled. St. Joseph has had good management of its institution, and is growing better every day. The State Sanatorium, at Mt. Vernon, has had many new buildings, and is rendering a service commensurate with that of any other State. I feel that the State can be congratulated upon the splendid and efficient service rendered upon the whole in all of its eleemosynary institutions.

PENAL INSTITUTIONS

The penal institutions of Missouri have been so conducted as to be more efficient than ever before. Each penal institution now stands in the forefront in its service, and in all reform methods. The Industrial Home for Girls, at Chillicothe, the Industrial Home for Negro Girls, at Tipton, and the Reform School for Boys, at Boonville, have been

well and ably managed, and the State Board of Charities and Corrections, whose duty it is under the law to visit these institutions, has been loud in its praises of the same.

The Legislature of 1915 passed a law establishing the Missouri Reformatory at Boonville, having the Training School and Reformatory on the same farm, providing for the keeping of youthful offenders and older men in separate departments and establishing classes, etc. Certain offenders may be removed from the Penitentiary and placed in the Reformatory. An inmate, through his own efforts and evidence of reformation, can progress from class or department to class or department, until final graduation day, when he becomes a free man and his citizenship restored. Thus an inmate may work out his own destiny and become the architect of his own fortune. By virtue of the fact that the Legislature over-appropriated the revenues it became necessary to veto and to hold up the construction of a number of buildings, among which was the new building at the Reformatory, made necessary to carry out the provisions of the new law. The Legislature should appropriate money to construct this new building during the year 1917.

PENITENTIARY

Much has been said in the public press about the Missouri Penitentiary. Any person who knows this institution and its condition past and present, and who is competent to speak, must say that Warden McClung is the best Warden the State has had in years, and that his service in this place has been of the very best in finance, management and reforms. Every member of this Legislature is authorized by law to visit the penitentiary. Let me say to you that this institution is on a better and higher plane today than it has ever been, and is the equal of any other in America. The inmates are better clothed, better fed, better provided for and better cared for than at any other time. We have finished and equipped one of the finest penal cell buildings in the world. Any man, no matter what his

politics or religion may be, who will go through it and view it, will pronounce it to be the very best he has ever seen, and will so state, even though he has visited every penal institution in the Republic. Each cell is furnished with running water and the latest equipment. A convict can press a button, and drink as though from a fountain upon the public square. The building is equipped with seventy-two shower baths—a sufficient number to give a shower bath to every convict in a single day. The second new cell building is now under construction and will be completed during the coming spring or summer.

You must also bear in mind that the Missouri Penitentiary is the largest single penal institution in this country. The walls have been so extended as to double the acreage, thus giving larger recreation grounds and exercise for the inmates. It also provides sufficient grounds for a separate tubercular hospital, and a separate chapel for worship, large enough to hold the entire convict population. With the idle convicts, the State has constructed and builded one of the finest little parks that can be found outside of a large city, and that without the cost of a single cent to the State, and yet the State owns it. It is safely worth from $50,000 to $75,000. The earnings of the penitentiary during this administration, notwithstanding the loss of $200,000 heretofore mentioned, is still $324,319.26 more than during the preceding or any other administration.

Once in a while some convict who is a natural born criminal, and who has no more regard for the truth than he had for the laws of the land he violated, leaves the penitentiary and tells some false, weird, dime-novel story which drops into the ear of some willing person who is seeking everything but the truth, and the same is published to the world in glowing lines as though it were a fact. You gentlemen go to the penitentiary and see for yourselves. Join the hundreds and hundreds of officials from every county in the State who visit it, bringing convicts, and who pass through it and who speak of the splendid improvements in every phase of prison life. The State has but one policy

and that is to carry out the law, and at the same time reform those who come within its walls and are willing to do better. It has no dividend policy. The fact that the State, during this administration, has paroled over 1,200 convicts is the best evidence of the State's efforts and labor to lift up the unfortunates who missed the way.

The State also provides a dentist and gives free treatment and work upon the teeth of all the inmates. Should a convict violate the rules of the penitentiary and be penalized, as the law provides, he can begin again, and by good service and good discipline, wipe out the penalty for having violated the rules and laws of the institution. In the matter of prison reforms, the Missouri Penitentiary is in the forefront, and in its actual reforms, stands far in advance of those advocated by some so-called prison reform societies. The law has clothed certain officers, departments and the Legislature with the duty of meeting these things, and they alone can perform the duty, and can not shift the burden upon the shoulders of those not authorized or recognized by law.

As heretofore stated, under the contract system, the penitentiary has been earning about $500,000 per annum, or $1,000,000 for the biennial period. In my message to the last Legislature I called its attention to the fact that if it abolished the contract system at once, that it would be necessary to draw upon the general revenue fund for this amount, and also for money with which to start the manufacturing plants, that this enormous amount could not be taken from the revenue of a single year or a single biennial period, but that the Legislature should so dispose of it as to let it fall upon more than one biennial period, and pass from one system to another in such a way as to keep the penitentiary, at all times, a going concern, and without over-loading the revenues of the State for any one single year or biennial period. The Legislature, however, saw fit not to heed this advice. This is the reason why now you are confronted with the serious problem of meeting the conditions at the penitentiary.

PENITENTIARY FARM

In 1915, I recommended to the General Assembly that a farm of one thousand acres be purchased in the Missouri Valley, across the river from and directly opposite the penitentiary, and that the State purchase a ferryboat and ferry to and fro the necessary number of convicts to operate it. This land should be used for the purpose of truck farming, raising beans, peas, corn, tomatoes, potatoes, cabbage, beets, greens and many other necessary things. The State should have a small canning plant on the farm and can the products, and if the supply is greater than is needed at the penitentiary, sell the surplus to other state institutions. The refuse of slop upon the farm and the penitentiary could be used to fatten hogs for consumption and sale. Here intensive farming can be conducted to a great profit, and employ two or three hundred convicts, many of whom might be men who, heretofore, have rendered no service to the State by way of labor in the penitentiary. Labor upon this farm would afford a healthful exercise, and not only be of profit to the State financially, but be beneficial to the health of the convicts by giving them fresh air, sunlight and a view of that great, free world awaiting them sooner or later, depending upon their own good behavior. The convicts in the penitentiary, when left to their own choice, prefer to work rather than to be idle. They are better off physically, mentally and morally at work. If left idle, the penitentiary would soon become a lunatic asylum. Again, I recommend to this Legislature the purchase of such a farm. Many of the penitentiaries of the United States are so equipped and some are being conducted with great profit and to the better health of the inmates.

PENITENTIARY QUARRY

The great quarries on the Callaway bluffs included in the property, would afford the means of using a large number of convicts to quarry and crush rock, which might be given free to the various counties of the State, the counties

paying the freight. This is done in Illinois, the State using some two hundred convicts for the purpose. The equipment of the quarries, machinery, crusher and support of the convicts used therein should be paid for from the good road fund, and in this way relieve the general revenue fund, because the labor is done along the line of building good roads and the service should be paid out of the good road fund. The M., K. & T. Railroad parallels these bluffs within a few feet or yards, making the loading easy, and guaranteeing the practicability of this idea, and quick, easy and cheap transportation of the material. Thus, the farm would serve a double purpose, to-wit: truck and other farming and quarrying and making material free for public road construction. Practical experience in the use of convicts has demonstrated the fact that they can be used to great profit in constructing a single thoroughfare or a high-class road across the State, where large numbers of them can be used upon the one construction, but that the use of convicts in the construction of public roads generally by the counties has not been thus far a success.

STATE PURCHASING BOARD

I recommended to the Forty-eighth General Assembly the creation of a State Purchasing Board for all institutions and departments. This failed of passage at that time, but I feel should be passed by this body. I, therefore, again recommend to the Legislature the creation of a board of three men not more than two of whom shall be of the same political party, and require this board to purchase all the supplies for the State, even for the departments as well as the institutions. In so doing, it can save at least $100,000 per annum. The good which it can do will be two fold. First, it will relieve each institution from the labor of keeping posted on the prices of articles and in transacting this class of work, and enable the officers and employees to devote all their time and attention to the management of the institutions and the service to be rendered the inmates,

thus increasing the service and care. Second, there will be a great financial saving in buying in large quantities and in having a single efficient department handle this one great item of the State's business. Each institution and department should make requisition on the State Purchasing Board for supplies, and the Purchasing Board furnish same, if on hand, and if not, should go into the market and purchase same at the lowest possible price.

The members composing this board should be able and successful business men who have had experience in this line, and should be paid a salary sufficient to enable the State to have the services of the very best business men. A competent man, capable of commanding a good salary, is the cheapest one the State could secure and this board should also have a secretary and stenographer.

CODE PROCEDURE

Each session I have recommended the introduction and passage of measures which would tend to simplify judicial procedure and bring about a speedier administration of justice, with fewer reversals because of purely technical questions which do not affect the merits of litigation. While it is a matter of universal experience that judicial procedure incapable of abuse is not attainable, nevertheless, lawmakers should approximate to the idea of a perfect system as closely as the nature of the subject and the necessities of practical administration will permit. The public should realize that many so-called "technical" things responsible for Court delays and reversals of judgments are the result of legislation which the courts can not change unless they invade legislative fields, and this the courts of this State have wisely and consistently refused to do.

Many wholesome measures were introduced at the last session and failed of passage, and these should be re-introduced and enacted by this body. The changes which they propose affect both the civil and criminal code and are calculated to not only save expense and time to litigants,

including the State, but also relieve the judiciary. These measures were recommended and drawn by a commission appointed by me in 1915, consisting of some of the ablest and most experienced lawyers and jurists. They were so drawn as to bring about, in so far as possible, a real revision and simplification of our procedure, and sweep away the technical barriers surrounding the doors of justice.

Laws should be enacted making *nisi prius* writs returnable at a day certain and not exceeding twenty days from the date of issue. Dilatory pleas which have for their purpose mere vexatious delay should be abolished. Pleadings should not be held defective because of the presence or absence of allegations which do not affect the substantial rights of the litigants, and Appellate Courts should be authorized, where injustice will not be done, to affirm, reverse or direct judgments without requiring another trial, even though the particular pleadings in the case are found improper, and even though causes may have been tried on theories different from those upon which they should have been. Assignments of error, whether pertaining to matters of exception or record proper, should be required to be specific, to the end that *nisi prius* courts may have adequate opportunity to correct their own errors and thereby avoid appeals. The statute relative to the time at which bills of exceptions must be filed should be so changed as to remove admitted ambiguities and terminate the conflicting holdings in this respect. The rules of the Courts of Appeals should be required to conform to those of the Supreme Court, and Appellate Courts should be expressly authorized to affirm in part and remand for re-trial the issues alone which are affected by the error. The Statute authorizing the full and long form of record should be repealed and the short form of record substituted in all cases. Prosecuting and circuit attorneys should be permitted to file informations in felony the same as misdemeanor cases without first giving preliminary hearings, and greater latitude should be allowed in the matter of amendments to

informations. Amendments should even be permitted on appeal where the Appellate Court finds that no substantial injustice to the rights of the accused will result therefrom. All objections to the sufficiency of both informations and indictments should be required to be presented in one motion and at the term of court next following the result of the accused. The number of preemptory challenges now allowed in capital cases should be reduced to twenty-four and the state and the accused should be allowed an equal number of such challenges. The statute providing that no case shall be reversed where the error complained of is not prejudicial, should be so amended and defined as to give it broader and greater effect. Recommendations as to changes in both civil and criminal laws made by judges of the circuit and appellate courts should be given more careful consideration than has heretofore been accorded them.

STATE INDUSTRIAL COMMISSION

Again, I recommend a State Industrial Commission. Under the law, we have a Bureau of Labor Statistics, and Factory, Hotel and Mining Inspection Departments, and a Board of Mediation and Arbitration. These constitute five separate and distinct departments. The labors of some departments, under the law, are covered a second time by another department, and reports, traveling and other expenses unnecessarily duplicated. The State should combine these five departments into one, to be known as a "State Industrial Commission." This Commission should be composed of at least five members, not more than three of whom should belong to the same political party. This Commission, under a proper act enlarging and defining its powers and duties, can render a greater, better and more efficient service than the five departments are now rendering, and do so on the same or less amount of money than now expended by the State to operate the five.

By establishing an Industrial Commission, which should be fashioned after and along the same lines of the

Public Service Commission, you can place in operation a Commission which will meet the industrial needs and demands of the day, and render an enlarged service to the people, one far in excess of that heretofore rendered, although each department has been effective and efficient in its labors. It will place under one head the handling of all these questions which now go to five separate departments, and give the State a single head and a complete and competent system through which these important subjects and laws can be administered. It would not only consider questions and administer laws affecting labor, manufacturies, industries, statistics, state resources, the mining and traveling world, but also controversies and disputes and bring about industrial peace. The Commission could investigate industrial disputes and sit as a court for that purpose, issue subpoenas and compel attendance, and make its report, setting forth what, in its opinion, is the cause of the troubles and the merits of the contention of the respective parties.

WORKMEN'S COMPENSATION ACT

I again recommend to the Legislature the passage of a Workmen's Compensation Act. The growth and development of our transportation facilities, factory systems, industrial progress, and the increase in the number of unskilled workmen about high power machinery, demand the enactment of a Workingmen's Compensation Law. Perhaps a majority of the states have already enacted such laws. One of the prime objects of such an act is to avoid the great waste attending the litigation which arises under the old system of employer's liability laws.

The practical success of a Workingmen's Compensation Act depends upon its simplicity, definiteness, reasonableness and compatability with our state and federal constitutions. Such a law must be fair and just both to employer and employee.

CHILDREN'S CODE

I appointed a commission of splendid men and women, among whom are able lawyers, to prepare and submit to your session a complete set of laws for the welfare of the children of the commonwealth. This commission has labored diligently and long, preparing new laws in reference to the subject, and I commend their recommendations to your careful and candid consideration.

NEW CAPITOL BUILDING

The State Capitol Commission is now rounding to completion our new Capitol building which is one of the very finest in the United States. The State has received value for every dollar expended. This is a building of which Missouri can not only feel proud today, but will be a half century from now. It will stand as a tribute to the past and a glorious herald to the future. I am glad the honor, good fortune and distinction were mine to christen the same with the first official act. In the private office of the Governor in the new Capitol, I signed this message to the Forty-ninth General Assembly. In that edifice will begin a new chapter in State life. May the building be emblematic of a splendid public service, and may my official act and the acts of those who come after, do credit to the new edifice and the glorious achievements in the future life of the State. As the Chief Executive of the State, I congratulate the Commission on its efficient and faithful labors.

The people have authorized the expenditure of $300,000 to furnish the building, but the Supreme Court has decided that no one has been authorized to expend the money. I, therefore, earnestly recommend that you pass a law, providing that the State Capitol Commission expend the $300,000, or as much thereof as may be necessary in completely equipping and furnishing the new building. It should be done by this commission, to the end there may be harmony in the construction and furnishing of the edifice.

I also call your attention to the fact that the law does not authorize the State Capitol Commission to improve the ground, nor does it provide that any part of the $3,500,000 and interest voted for the Capitol should be used for that purpose. The General Assembly should make provisions for a plan of improvement for the grounds, grading of same, construction of sidewalks, and should also provide for mural paintings or interior colored artistic decorations, illustrative of the history, growth and wealth of Missouri.

PUBLIC SCHOOLS—HIGHER EDUCATION

The present administration has labored diligently in the interest of the public schools of the commonwealth, and to aid the cause of higher education. There is no achievement more beneficial or lasting to the State than the advancement of the cause of popular and higher education. I wish, in this official communication, to direct your attention to the fact that the present administration has paid to the public schools of Missouri a larger sum of money than was ever paid in any other period of four years. During the years 1909, 1910, 1911 and 1912, the public school fund apportioned and paid amounted to $7,013,158.93; during the years 1913, 1914, 1915 and 1916, the four years of the present administration, the public school fund apportioned and paid is the sum of $7,709,263.92. Thus, it will be found we have apportioned and paid to the public schools of the State the sum of $696,104.99 more than was ever paid to them during any other period. In addition to this, we have also given as special state aid, out of the general revenue fund, to the public schools having teachers' training courses and the rural high schools of the State, $248,089.90. When this sum is added to the $696,104.99, you have the grand total of $894,194.89. So the present administration has given our public schools the sum total of $894,194.89 more than was ever given in any preceding administration—Democratic or Republican. Thus the public schools have not only received the one-third of the entire revenue which they

have heretofore received, but practically one-fourth million dollars in addition thereto as special aid from the general revenue fund, and that without increasing taxation.

SCHOOL LEGISLATION AND BENEFITS

SPECIAL AID TO WEAK RURAL SCHOOLS

Four progressive school laws were enacted in 1913, the first session of the Legislature under the present administration, and from the official records, we are enabled to take inventory as to the benefits derived therefrom. The first of these new laws provides special state aid for weak rural school districts. Whenever the funds of such districts, plus the public school moneys apportioned the district each year, are insufficient to provide an eight months' school, then in such event the State provides the balance out of the school fund, thereby giving and guaranteeing to the boys and girls of every community in the State an opportunity for eight months school in each scholastic year. In 1913, we gave this special aid to 1,744 weak rural school districts; in 1914 we gave this special aid to 1,953 such districts; in 1915, we gave this special aid to 1,816 such districts, and 1916, we gave this special aid to 1,995 such districts. Thus in the four years, special state aid has been given to 7,508 weak rural school districts, and to which was apportioned and paid from the school fund the sum of $789,622. This special aid was never given by any other administration, and has been given to practically every county in the State, aiding sometimes as high as 100 rural school districts in a single county the same year. In this way, the State has given special educational advantages and opportunities to more than 100,000 boys and girls in rural Missouri each year who had never enjoyed such advantages before.

SPECIAL AID TO WEAK VILLAGE SCHOOLS

The second new law provides special state aid for weak town, city or consolidated school districts, organized as village schools, thereby enabling such districts to maintain

an approved high school, the special aid to such districts ranging from $200 as a mimimum to $800 as a maximum. Under this new law, in 1913, we gave special aid to 167 such schools; in 1914, we gave this special aid to 218 such schools; in 1915, we gave this special aid to 242 such schools, and in 1916, we gave this special aid to 265 such schools. Thus, in the four years, the State gave special aid to 892 weak city schools, apportioning and paying to them, out of the school fund, the sum of $359,702. This special aid these schools had never received before in any other administration.

SPECIAL AID FOR RURAL HIGH SCHOOLS

The third new school law provides for the establishment of rural high schools throughout the State, wherein the State gives special aid in the sum of $2,000 for the building and equipping of a central high school, and from $300 as a mimimum to $800 as a maximum per annum for maintenance. Under this new law in 1913, 1914, 1915 and 1916 we paid to the rural high schools, for maintenance, support and for buildings, $91,571.30, which sum was paid out of the general revenue fund. This special aid was never given before.

SPECIAL AID FOR TEACHERS' TRAINING COURSE

The fourth new school law provides for the establishment of a teachers training course in the high schools, the same to be selected by the State Superintendent of Public Schools. Not more than two can be established in any one county. The State gives special aid in the sum of $750 per annum, and if there are two schools in the same county, then the sum of $1,200 per annum is allowed, or $600 for each school. Under this new law, the teachers' training course is now in more than one hundred high schools, and more than two thousand young men and women are taking the course and equipping themselves to do their part in the advancement of the cause of education. These young men and women are remaining at home, sleeping under the parental roof tree, breaking bread at the family table, and pre-

paring themselves to teach in the public schools of Missouri. We have paid out of the general revenue fund, to support these teachers' training courses, the sum of $156,518.51. This special aid was never given before.

This special aid was given without any increase in taxation, or any provisions made by law to increase the general revenue fund. The fact that these things have been done out of the ordinary revenues, I present to you as further evidence of the efficient and economic management of the finances of the commonwealth.

I have given this brief summary of the new school law, together with the benefits and results therefrom, to the end this Legislature and the people may known and more fully realize and appreciate the progressive work done along these lines by the Legislature and the administration. This record of eloquent facts speaks for itself. In this respect, Missouri has written its record in the forward line of public school achievements.

This partial record is presented because comparison is challenged with those of the legislative achievements of any other administration. These achievements have placed the cause of popular education in Missouri upon a higher plane and a firmer basis. The citizenship of a State or a people advances in proportion to its increased facilities and opportunities for popular education and the subject is one of foremost importance to every people.

We have a splendid University which ranks with the great universities of the Republic. To the University, from the general revenue fund and the collateral inheritance tax, we paid at least $185,000 more than was ever given to it before. We have the School of Mines at Rolla, with Normal Schools at Warrensburg, Kirksville, Maryville, Springfield and Cape Girardeau. These institutions of higher learning are abreast the times, and are discharging their full duty in advancing the cause of education in Missouri.

The Normal School at Warrensburg was destroyed by fire two or three days before the close of the Legislature in 1915. The State had been years in constructing the splen-

did buildings at this school. We have undertaken to rebuild them at once, and the same will be finished and fully completed by April of the present year. We have already paid, as heretofore stated, a part for the construction of these, and the amount maturing in April you must provide for.

OTHER LEGISLATIVE ACHIEVEMENTS

I wish further to preserve and present for your consideration a concise statement of some of the larger pieces of constructive and progressive legislation enacted during the past four years. In my inaugural address, I pledged the commonwealth I would bring about such legislation. That promise has been fully kept. More remedial and progressive legislation has been placed upon the statute books during 1913 and 1915 than can be found in any period of twelve years. The mere mention of some of the larger progressive enactments will tell the story. These enactments met with popular approval then, and by the test of years stand firmly lodged in the legislative history of Missouri. The Legislature, in the session of 1913, among other things, enacted the following:

First—The law creating the Board of Pardons and Paroles, which has labored for good on the human side of life. Under the recommendations of this board, from January, 1913, to September, 1916, I paroled 1,067 convicts. Out of this large number only 46 paroles were revoked. In other words, under this law I have been permitted to make citizens out of 1,021 convicts. We have endeavored to reform them and give them another chance in the battle of life. The 1,021 paroled have earned $600,000 and have given same to their families. The State has been relieved of their support and I have aided in saving my fellow-men who missed the way.

Second—The Public Service Commission, a common forum where any citizen can go and file his simple complaint and without a lawyer have his cause heard, and which commission the servants of the federal government say is among

the ablest in America. It has heard 1,083 formal cases and disposed of all submitted but 12. It has heard 1,636 informal cases and has disposed of all but 96. The fees collected by this commission directly, and which flow into the Treasury from the Secretary of State by reason of its acts, now amount to $398,684.15, and the total expense of the commission has been $388,633.26, or $10,051.89 less than its earnings. So the fees, by reason of the commission's official acts, have been more than sufficient to pay the salaries and all the expenses of this great department. In other words by reason of its official acts more money has flowed into the revenue fund of the State than has been paid out to maintain it.

Third—The Highway Department, the good work of which is seen in every community in the commonwealth. Without this department we would not be permitted to secure federal aid under the act of Congress. We preached the doctrine of good roads and have given more state aid than all former administrations. More work has been done and more improvements made than in any period of twenty-five years.

Fourth—The road-drag law, whereby the State contributes a quarter of a million dollars biennially to aid and maintain 10,000 miles of roads in the State.

Fifth—Five new school laws, giving special aid to weak rural public schools, city schools, and in establishing a teachers' training course in the high schools of the various counties of the State, and in special aid in rural high schools, heretofore fully discussed and in free school books.

Sixth—A law permitting salesmen and other parties who are absent from their homes on election day to cast their votes by mail anywhere in the commonwealth, and thus be permitted to exercise their franchise, one of the greatest rights conferred upon a citizen.

Seventh—The new act providing proper conditions for the letting of state moneys, and under which the State has secured the highest rate of interest on its deposits ever

secured before, notwithstanding money rates generally have been lower.

Eighth—The Grain Inspection Department.

Ninth—A law giving to cities the right to adopt a commission form of government, thus permitting the people to determine for themselves, by direct vote, the manner of conducting the affairs of their municipality.

Tenth—The corporation supervision act, netting each year at least $150,000, which sum goes into the good roads fund.

In the session of 1915 there were passed, among many other laws, the following eight important acts which make the session occupy a high place among the Legislatures of Missouri:

First—The general banking law, wherein, among other things, the laws were made to articulate with the new federal reserve act. The general banking laws of Missouri today are the equal, if not the best, of any of the states, and will serve as a standard for future Legislatures.

Second—The act establishing the Missouri Reformatory at Boonville, and providing for the receiving of first offenders and transfers from the penitentiary, and separating the inmates into classes, establishing separate departments for each class, and providing a new method of reforming the inmates.

Third—The enlargement of the twine plant at the penitentiary, whereby ample twine may be manufactured and supplied to the farmers of Missouri at actual cost, thus preventing the twine trust, or a combination of corporations, from controlling the price and making the farmer pay more than he should for the twine that binds his garnered sheaves.

Fourth—An act providing for establishing and conducting manufacturies in the penitentiary at the end of the contract system. Under this law, the State has already established industries in the penitentiary at a cost of $40,000, and after a little more than a year's operation has made sufficient profit to equal the original investment.

Fifth—The establishment of a Commission for the Blind, to provide industries whereby these unfortunates may earn a living.

Sixth—The new insurance laws, establishing an Insurance Bureau, etc., to protect the citizens of the State against excessive fire insurance rates and against discriminations.

Seventh—New school laws doubling additional aid heretofore given to weak rural public schools.

Eighth—An act articulating with the Smith-Lever Act, whereby the State of Missouri, through the Agricultural College, has secured from the federal government a large sum to aid in the propaganda for better agriculture in Missouri and more each year hereafter.

GOOD ROADS

Missouri has made great progress in good road improvement in the last four years. Every member of this Legislature will readily concede such to be a fact and Missouri has been and is now leading the way upon this important question.

Railways, waterways, and highways constitute the three links in the chain of transportation. The public highways represent the first leg of the journey, and without it the other two would be needed but little The more and the better the highways, the greater the amount of property which can be placed in the first markets, and therefore the greater return upon waterways and highways. This Legislature should bend every energy to advance this, the greatest of internal improvements. I will not recount the achievements and the improvements of the public highways, because that was done in my last Message to the Legislature. The Highway Department was created prior to the enactment of a federal law, giving state aid. I recommend to you that you so amend the law creating the department as to make it meet every requirement and condition of the government in securing federal aid for the construction of public roads. Col. Frank W. Buffum, who has been in charge of this depart-

ment, has rendered the state a signal service, one which will ever be appreciated by the people.

I would gladly report specifically on each department and every institution of the State, because those in charge of them have made good in their service to the public, have been capable, able, honest, industrious and efficient, but to write of each one separately would unduly lengthen the message, but to those who have served under me, I wish to tender my thanks for their labors, because it has been in part by and through them that splendid services have been rendered the people.

NATIONAL GUARD

General John B. O'Meara, in the administration of the affairs in relation to the National Guards, has been exceptionally efficient and economic. He has maintained a high standard in the past, one that has met with the approval of the War Department. When the government called upon the National Guard of the various states to mobilize, to the end they might be sent to the Mexican border, within one hour after the receipt of the order from the Secretary of War, the National Guard of Missouri was in process of mobilization, was the first among the States to be mobilized, and was in the vanguard reaching the border. The guardsmen of Missouri more than held their own with the guardsmen from other States, and some of our regiments were considered the equal of the regulars. Thus Missouri's sons have continued to make good, not only in civil but in military life. I wish to commend General O'Meara for his careful and efficient service as Adjutant General and as military secretary to the Governor.

AGRICULTURE, COMMUNITY LIFE, ETC.

Aside from the transaction of official business and a general supervision and control over State matters, and in securing the needed progressive legislation, I have labored to make the cornerstones of my administration BETTER

ROADS, BETTER SCHOOLS, BETTER AGRICULTURE and BETTER COMMUNITY LIFE. These are the things which make a State or a Nation great in its citizenship, agriculture, finance and commerce. Missouri has advanced signally in each of these four things. A new message has been carried to the 300,000 farmers through the State Board of Agriculture and through our great Agricultural College. The Agricultural College is the equal of any other similar institution. It has advanced year by year until how it stands in the forefront of all agricultural colleges. This administration has been more liberal than any other in giving it finance. A great duty rests upon the business man in the city and business man in rural Missouri to labor hand in hand and appreciate more fully the relative importance which the one bears to the other, to the end we may have a better community life and build a greater commonwealth. In other words, bring the cities and rural sections closer together.

IN CONCLUSION

You are the newly elected representatives of the people, and come well versed in public affiairs and public necessities, and splendidly equipped to render the State a great legislative service. You have opportunities presented to you which seldom come to a legislative body. In the matter of legislative achievements, you alone can act. I am satisfied you will write a splendid record, one which will equal or outstrip any preceding General Assembly. Be concerned at all times with real problems of the State, looking only to the interest of Missouri and her people, and not to sidelights or petty matters. Look beyond a personal and political environment. Be safe, conservative and fair to every interest because it is the sum total of the interests both great and small, which has given our commonwealth the greatness it enjoys today in the agricultural, commercial and financial world.

Missouri has been one of the greatest factors in the growth, development and splendid achievements of this

Western Empire. She has ever ranked with the first States of the Republic, has always stood in the forefront in every line of progress, and today her lance still points to the field of battle. She has been far-famed in every line of human endeavor, and may those who come after us lend every effort to continue the high standard of achievements and push her dome still higher in the skies. She has written a record of progress, commensurate with the lives and the glory of her illustrious sons, and commensurate with the dreams of those who came to the State as a territory from Kentucky and Virginia and builded the fires of the American spirit on pioneer altars from the Mississippi to the Kaw, and which fires now blaze from the hearth-stones of more than 600,000 homes.

No man has received greater honors at the hands of the people of Missouri than have been conferred upon me. I have held the important office of Attorney-General and of Chief Executive, thus closing eight years public service at the Capitol. Because of the service in the office of Attorney-General, the State placed within my keeping the high office of Governor. The public service rendered in those two great departments constitutes the chapter which I contribute in public life to the history of Missouri.

In closing my service as Chief Executive and looking back over the four years, I would not change any of the acts and services rendered in any of the matters of moment. The approval of my labors and the good flowing therefrom, I leave to the people and to those who will write the history of today and tomorrow. Standing at the meridian, I expect at all times to be actively employed in advancing every interest of my State and the great part it shall play in the commercial, financial and political world. While public service is never a pleasant one, no matter whether it be the Executive of a State or the President of the Republic, yet the great honors conferred and the achievements accomplished for one's State or Nation is a sufficient compensation for the unpleasant features accompanying so exalted a position.

I am pleased to have been in the public service of my State, and the good I know I have done for the commonwealth more than compensates for the criticism which naturally flows from opposing political parties. I am thankful to the people for having conferred upon me signal distinctions and honors given only to one other of her citizens—honors given at a time in life when I can enjoy them and from the experience gathered from the service still be of benefit in an humble way in the coming years. To have been the Governor of Missouri is glory enough for any man in public life, and I take this opportunity, through this message to express my deep appreciation of the honors I have enjoyed, and for the loyal support I have ever received from the great masses of the people, to whom I have always turned with full assurance in every political battle of my life. In laying down the high commission and surrendering the powers vested in me as the Chief Executive, I am glad to say I carry no ill will toward any person who has criticized my official labors. I have discharged my duty, and have the approval of my own conscience and am happy and contented.

The incoming Executive, Governor Gardner, is well equipped to render a splendid service. I sincerely wish that this Legislature will write well, and aid him in bringing about achievements which will fill the brightest page in the legislative history of Missouri. I stand ready to contribute all that within me lies to aid in any and all progressive legislation and good public service.

There are many subjects upon which I would like to write and present to you for your consideration, but will leave the same for Governor Gardner to submit as a part of his program and which he will present to you in his Inaugural Address, which will no doubt be both Address and Message to this Assembly. May your legislative service stand throughout the years as the proud testimonial of a great State and a splendid and progressive people.

Respectfully submitted,

ELLIOTT W. MAJOR,

Governor.

VETO MESSAGES

TO THE HOUSE OF REPRESENTATIVES

MARCH 17, 1913

From the Journal of the House of Representatives, p. 1357

March 17, 1913.

To the House:

I return herewith, without my approval, House Bill No. 1, entitled

An act to create and establish a public service commission, prescribing its powers and duties, and to provide for the regulation and control of public service corporations, persons and public utilities, and to provide penalities for offenses by public service corporations, persons and public utilities, their officers, agents and employes, and by other persons and corporations, and repealing all acts and parts of acts inconsistent with the provisions of this act, with an emergency clause.

Senate bill No. 1 introduced by Senator Busby, and House bill No. 1 introduced by Representative Phelps are identical, and having this day previously approved Senate bill No. 1, hence I return House bill No. 1 without my approval.

Whatever may be the merits of this measure, the credit is equally due to each of the joint authors for their zealous, faithful and unceasing labors in securing the passage of this measure.

Yours respectfully,

ELLIOTT W. MAJOR,

Governor.

VETO RECORDED WITH THE SECRETARY OF STATE

MARCH 25, 1913

From the Journal of the House of Representatives, p. 1699

CITY OF JEFFERSON, March 25, 1913.

To the Secretary of State:

Sir—I have the honor to transmit herewith, without my approval endorsed thereon, the following bill, which reached me within ten days next before the adjournment of the General Assembly:

House bill No. 845, entitled

An act granting justice of the peace power to stay execution in misdemeanor cases, where conviction had and punishment fixed at a fine.

This bill seeks to give to all prosecuting attorneys in the State absolute control over all judgments of justices of the peace in misdemeanor cases where a fine had been assessed. I believe the control of such judgments should be left to the discretion of the court entering the same, and for that reason I am unable to give my consent to the approval of this measure.

Respectfully,
ELLOITT W. MAJOR,
Governor.

VETO RECORDED WITH THE SECRETARY OF STATE

APRIL 8, 1913

From the Journal of the House of Representatives, pp. 1711-1712

CITY OF JEFFERSON, April 8, 1913.

To the Secretary of State:

Sir—I herewith return, without my approval endorsed thereon, House bill No. 84, which reached me within ten

days next before the adjournment of the General Assembly, entitled

"An act to regulate the manufacture and sale and to prevent the adulteration and misbranding of disinfectants, deodorants, antiseptics and germicides, to regulate the labeling of such preparations, to provide for the standardization of disinfectants, deordorants, antiseptics and germicides, and providing penalties for the violation of this act."

The act provides that disinfectants manufactured or sold in the State of Missouri shall bear a label showing "the phenol coefficient or relative germicidal strength of such disinfectants as compared with pure phenol."

Disinfectants and germicides may be placed in three classes, to wit:

First—Those having a coal tar base.

Second—Those having hydrocarbon oil base, and

Third—Individual chemicals, such as formaldehyde, sulphur, dioxide, etc.

Should this act become a law it would legally prevent the manufacture and sale, in this State, of all disinfectants and germicides which do not contain a coal tar base with an emulsifier. The reason for this statement is, none of the products except those belonging to the coal tar class are amenable to the test for phenol coefficient, as defined in the bill, since the test referred to is applicable only to such disinfectants and germicides as are dilutable with water—or, in other words, such as contain a coal tar base. There are a large number of valuable and efficient disinfectants and germicides manufactured and sold in the State which contain no coal tar product, but which contain a hydrocarbon oil base, or consist of an individual chemical, the sale and manufacture of which would be illegal under House bill No. 84.

This bill was drawn and prepared by a nonresident corporation manufacturing disinfectants on a coal tar base. A like bill was prepared by the same company and introduced in Oklahoma and other western states at the same time. The law, should it receive my approval, would creat a monopoly in the manufacture and sale, as a disinfectant, of the

coal tar base products. It would drive out of business almost a score of manufacturing establishments in this State now manufacturing and selling disinfectants and germicides. It would prevent the manufacture and sale in Missouri of disinfectants, labeled as such, although they might possess a strength equal to or better than a disinfectant manufactured upon a coal tar base. The result, in the finality, would be to create a monopoly in this State in the manufacture and sale of disinfectants and germicides having a coal tar base, and no special benefits given the public. The bill is so drawn, and the terms so used, that the laymen would not discover that it would have the effect of discriminating against other products and create a monopoly.

Protests have been lodged by some of the most reliable wholesale druggists, manufacturers, associations and expert chemists in the State, as well as some Senators and Representatives who voted for the bill.

For these reasons I return the bill without my approval.

Respectfully,

ELLIOTT W. MAJOR,

Governor.

VETO RECORDED WITH THE SECRETARY OF STATE

APRIL 9, 1913

From the Journal of the House of Representatives, pp. 1712-1715

CITY OF JEFFERSON, April 9, 1913.

To the Secretary of State:

Sir—I herewith return, without my approval endorsed thereon, Senate bill No. 516, which reached me within ten days next before the adjournment of the General Assembly, entitled

"An act relating to foreign corporations which have been or hereafter may be prohibited by judgment of any

court under section 10304, Revised Statutes of 1909, from continuing business within the State."

Missouri has been foremost among all the states in the prosecution of combinations in restraint of trade. The State has been for more than a quarter of a century in building splendid anti-trust laws. They have withstood the test in all the courts of last resort in both State and nation. We have perhaps the best code upon the subject of any of the states, and many have copied our statutes, which have proven both adequate and efficient.

This act, while a general statute, is in point of its application a special statute, passed for the purpose of enabling the Standard Oil Company of Indiana to continue to do business in Missouri, notwithstanding the decision of the Supreme Court of Missouri and the United States, and while there is a motion still pending in the Supreme Court of Missouri for a rehearing on the overruled motion to modify the judgment, and practically asking what would be in effect a parole.

The history of the prosecution of the Standard Oil Company by the State is so well known it would serve no useful purpose for me to restate the facts here. The company was convicted before the Commissioner, affirmed in the Supreme Court, a fine imposed and the company adjudged to have forfeited all of its franchises, rights and privileges under its license to do business in Missouri—the company being a foreign corporation.

The company took the case by writ of error to the Supreme Court of the United States, and there attacked the constitutionality of the anti-trust statutes on the ground that the same impinged upon the Constitution of the United States. As Attorney-General, I appeared for the State in that tribunal and secured an affirmance of the decision of the Supreme Court of Missouri, and sustained the validity of our anti-trust statutes.

At the time of the prosecution, and at the time the mandate of the Supreme Court of the United States was received by the Supreme Court of Missouri, the Standard

Oil Company was operating a refinery at Sugar Creek, Jackson county, Missouri.

As stated, there is now pending a motion in the Supreme Court of Missouri which seeks relief. During the pendency of this motion the Legislature passed this act, the sole object of which is to relieve the Standard Oil Company from the situation in which it finds itself under the prosecution and decision of the courts.

This bill provides that a foreign corporation ousted from the State, or which has forfeited its franchises, rights and privileges under its license, and that has a factory in the State, can continue to do business by paying certain increased fees, etc., to the Secretary of State. If a foreign corporation was ousted and should happen not to have a factory in Missouri, this foreign corporation could not continue to do business. If a domestic corporation is ousted of its franchises, it cannot do business. So the law provides for the one condition, of a foreign corporation having a factory, discriminating against a foreign corporation without a factory, or a domestic corporation under any conditions, and its validity is open to grave question.

The legislative branch by this act would nullify the decision of the Supreme Court and strike down our efficient anti-trust statutes, blunt the point of the weapon and take from it its keen edge, solely for the purpose of affording relief in one case. It enacts a general law to apply to all of a class, but in its real application becomes special legislation. It is practically, and in effect, a legislative recall of a judicial decision.

The laws must not be nullified merely to relieve a particular case. Public policy and the fundamental principles of government forbid it.

The Supreme Court, if it so desires, and the facts and conditions so warrant, may, perhaps, have the right to remedy the situation, and in so doing would not overturn and destroy the laws which our Legislatures have been more than twenty-five years in building. If this bill is to be the

accepted view, then the theory of our anti-trust laws and the prosecutions of those forming combinations in restraint of trade are all wrong, and the anti-trust statutes of Missouri and the Sherman act should be repealed.

By the court's decision, the refinery at Sugar Creek is not destroyed, as the judgment of ouster does not forfeit the property of the company, but on the other hand, the company has the right to sell and dispose of its plant and properties to any person or persons or corporation now licensed or which may hereafter be licensed to do business in Missouri.

The enforcement of any law carries with it some penalties and some hardships, but forsooth, the laws should not be paralyzed or destroyed for that reason. The man who disturbs the peace must answer to the law for the good of the community. The man who takes life must answer to the State, to the end that we may preserve the stability of our government and its institutions and protect society which has surrendered a portion of its rights in order that protection might be given in those remaining.

Should the Supreme Court, in its wisdom, not see fit to grant relief on the motion now pending, the ouster of the Standard Oil Company would not mean the abandonment, much less the wreckage [of] its Sugar Creek plant, but it could sell the same and competing companies throughout the country would eagerly bid for and supply the wants of the locality and communities supplied by the Standard Oil.

Should this bill receive my approval it would mean but to embarrass the future enforcement of our laws against combinations in restraint of trade.

In the face of such legislation, suspending or recalling the judgments of our courts, even while the cause is pending, how could we expect an Attorney-General and other prosecuting officers to be vigilant in the discharge of their duties and in protecting the interests of the consuming public. If their efforts are to be annulled and for naught held, and the judgments of the courts to be recalled by the General Assembly in laws enacted at the instance of and for the

benefit of the convicted party, then what may we expect in the future.

In considering this bill I must do so in the light of the whole State and its people, and the public policy of both the State and nation.

Should this bill meet with my approval, the State would be going through the useless performance of thrusting the offending corporation through the window and inviting it to return to the best room in the house by way of the door. No other ousted corporation could enjoy the same privilege.

It is said the act provides for the second ousting of the company should it offend again, and that upon mere motion of the Attorney-General, and jurisdiction for that purpose is conferred upon the Supreme Court.

I apprehend that at this time the court could grant relief in the nature of a parole, if it thinks the facts and circumstances warrant it. If the Supreme Court has not that right now so to do, then the Legislature can not, by this act, confer that power on the Supreme Court, to oust upon motion, because it would violate the State and Federal Constitution, in that the company would be denied the equal protection of the law, and its property taken without due process of law, and that provision of the bill would certainly fail and be held invalid.

I fully appreciate the anxiety felt at Sugar Creek and surrounding territory, and deeply regret that there is even a possibility of some local hardships, but I am dealing with principles of moment, State and nation-wide. The relief sought in this bill at the hands of the legislative branch of the government can only be given at the sacrifice of principle, public policy and the general welfare, and I cannot give my approval and be mindful of the great trust committed to my keeping.

If the company is relieved from its embarrassing situation, it must be done by the court alone, because the Legislature cannot do so without destroying the efficiency of the law and the principles upon which they are founded.

There are many other reasons which I could present, but it would serve no useful purpose, and time forbids. I therefore return the bill without my approval.

Respectfully,

ELLIOTT W. MAJOR,

Governor.

VETO RECORDED WITH THE SECRETARY OF STATE

APRIL 17, 1913

From the Journal of the House of Representatives, pp. 1720-1721

CITY OF JEFFERSON, April 17, 1913.

To the Secretary of State:

Sir—I herewith return, without my approval endorsed thereon, Senate bill No. 252, which reached me within ten days next before the adjournment of the General Assembly, entitled

An act to amend section 6945 of chapter 61, article 2 of the Revised Statutes of the State of Missouri of the revision of 1909, by adding thereto the following: "Provided, however, that nothing in this section contained shall apply to or affect any policy under which the insurance, in the event of death, is payable only when the death results from bodily injuries accidentally received."

This bill seeks to relieve accident policies and contracts issued by accident insurance companies from the provisions of section 6945, R. S. Mo. 1909. Under that section insurance contracts, whether for strictly life or insurance against death by accident, it is no defense that the insured committed suicide unless, of course, it be shown to the satisfaction of court or jury that the insured contemplated suicide at the time he made application for the policy. The statute provides that any stipulation to the contrary in the contract or policy is void. The appellate courts have held that this

section applied to all classes of insurance companies or contracts, and the fact that the insured committed suicide constituted no defense to a recovery on an accident insurance policy, etc. These questions were fully discussed and determined, both in the appellate courts of Missouri and the Supreme Court of the United States. It was fully settled both as to the regular life insurance contract and accident contracts in the case of Applegate v. Travelers Insurance Company, 153 Mo. App. 63, when the court held specifically that the statute also applied to accident insurance. Again, these questions were fully determined and the statutes held constitutional in the Supreme Court of the United States in the cases of Jarman v. Knight Templar Associations, 187 U. S. 199, and Whitfield v. Life Insurance Company, 205 U. S. 489. These cases give a clear exposition of the reasons which induced this kind of legislation in our State.

The statute which is now sought to be amended so as to relieve the accident companies had been in force, with some changes, for thirty-five years. Its constitutionality has been determined in the highest courts, both State and Federal. As its validity has been fully determined, after years of litigation, there is no reason why the force and effect of the decision of the Supreme Courts of Missouri and the United States should be avoided as to contracts written by the accident insurance companies. I will not undertake to quote from decisions, because it would serve no useful purpose, as the court's views are fully known to the bench and bar.

Accident insurance companies sell their policies, as a general proposition, to anyone who appears, and that without any examination. The parties purchasing may be sane or insane. Should I approve this bill, it would then be within the power of the accident insurance companies to again place in their contracts a provision that the policy would be void in case of suicide—whether the party was sane or insane. The policy of this State for decades has been to prevent such provisions and defenses, and the courts have sustained them. This bill would permit the accident insur-

ance companies to interpose the defense of suicide in every case where the deceased came to death by violent means, where the circumstances and facts attending the death were not known—no matter whether the person was found with his throat cut or mangled upon a railroad track, or fell from some great height, or in any other way.

This bill has been before the Legislature a number of times. It was passed in the session of 1903, and was vetoed by Governor Dockery for reasons similar to those which I now assign. For these reasons I return the bill without my approval.

Respectfully,
ELLIOTT W. MAJOR,
Governor.

VETO RECORDED WITH THE SECRETARY OF STATE

APRIL 17, 1913

From the Journal of the House of Representatives, pp. 1722-1723

CITY OF JEFFERSON, April 17, 1913.

To the Secretary of State:

Sir—I herewith return, without my approval endorsed thereon, House bill No. 436, which reached me within ten days next before the adjournment of the General Assembly, entitled

An act to amend article 17, chapter 37 of the Revised Statutes of Missouri, by adding thereto a section to be known as section 5345a, relating to the taking and keeping of pictures and photographs of persons not under a felony charge, or persons not having been convicted of a felony.

The act prevents any police or other peace officer or person keeping any criminal record or rogue's gallery, or pictures kept in accordance with the Bertillon system, etc., from taking or keeping any picture, photograph or likeness of any person

not having first been convicted of a felony, and a violation of the act is made a misdemeanor and punishment fixed at a fine or imprisonment in the county jail, or both such fine and imprisonment. If this act should become a law, it would destroy the strong arm of the police departments of the various cities in the State. Many of the greatest criminal of the country are men who have not been convicted of a felony, therefore the pictures of these violators of the law could not be taken or kept. Hundreds and hundreds of photographs of criminals now contained in the various galleries would have to be removed and the means of holding a check on these violators destroyed. In the end it would make Missouri a mecca for that class of criminals who, although guilty, have never yet been caught and convicted of a felony. There may be some abuses once in a while, but such are the exceptions.

Photographs of criminals are taken in the various cities by the police departments and sent to the National Bureau of Identification. The criminal records and deeds of the various lawbreakers can be secured by sending a photograph to the National Bureau of Identification at Washington. This bureau is built up and supported yearly by the police departments of our large cities, among them St. Louis and Kansas City. If these pictures must be removed from the Missouri police departments, the most effective means of locating and capturing criminals would be destroyed. One among the first duties of the State is to protect from criminals the lives and property of its citizens. To this end the officers charged with the prevention, detention and punishment of crimes should be given ample powers by statutes, and should receive the support of all citizens. Should this bill become a law it would make it more difficult to apprehend, capture and convict criminals, and make it far more expensive and retard the work of the peace officers in enforcing our laws. The State should help rather than hinder. I cannot see any good purpose which the bill would subserve, but, on the other hand, it would work a very great hardship in the proper and effective enforcement of our laws and in the appre-

hension and conviction of those violating our criminal statutes.

For these reasons I return the bill without my approval.

Respectfully,

ELLIOTT W. MAJOR
Governor.

VETO RECORDED WITH THE SECRETARY OF STATE

APRIL 17, 1913

From the Journal of the House of Representatives, pp. 1723-1725

CITY OF JEFFERSON, April 17, 1913.

To the Secretary of State:

Sir—I herewith return, without my approval endorsed thereon, Senate bill No. 123, which reached me within ten days next before the adjournment of the General Assembly, entitled

An act to provide for an equal distribution of all moneys in the good road fund to the various counties and the city of St. Louis.

This bill provides that the moneys derived from the stamp act and licenses from automobiles, or from any other source whatsoever which now, or may hereafter, belong to any good road fund, except the moneys from a constitutional amendment, shall by the State Auditor be divided in 115 equal parts on the 1st of July, 1913, and distributed among the several counties and city of St. Louis. In other words, all the various funds for the aid or improvement of roads shall be divided equally among the 114 counties and the city of St. Louis. There is no appropriation, however, to carry the bill into effect. Should I approve this bill every dollar of the road funds would be tied up and lay in the State treasury for the next two years, and none of the moneys could be distributed to the counties or used for road purposes.

Under the law we have four funds, to wit: The "Road fund," or stamp moneys; the "Good road fund," or automobile license moneys; the "General State road fund" and the "Road and canal fund." Much confusion has arisen among those not posted as to these funds, and the State has suffered thereby. Two years ago the Governor vetoed the appropriation distributing the "Road fund," or stamp moneys, and the same has laid in the State treasury unused for two years. Now the signing of this bill would tie up this same fund, and at the same time the other funds for another two years.

Section 51b of the contingent bill appropriates $225,000 to carry out the provisions of what is known as the "drag law," passed at this session. Section 74 appropriates $400,000 out of the "General State road fund" for the construction of permanent roads in the State of Missouri, under sections 11914-17, where the counties, districts and citizens pay not less than one-half the cost of such construction and improvements. Section 74a appropriates $200,000 to distribute the stamp moneys among all the counties in the State under the provisions of the stamp act. Section 75 of the contingent bill transfers from the "Good road fund" all the remaining funds to the "General State road fund." Thus the Legislature has specifically provided in the contingent bill appropriations to meet each and every condition and law, save and except this bill, No. 123, known as the "Carter bill." This bill specifically repeals all acts and parts of acts in conflict with it and provides a new method of distributing the funds, that of giving each and every county, both large and small, the same amount. The law, however, is not followed with an appropriation in the contingent bill, carrying into effect its provisions, and for that reason the law, so far as funds and distributions are concerned, would remain a dead letter for the next two years, and the funds would be left unused in the treasury.

Section 19 of article 10 of the Constitution provides as follows:

"No moneys shall ever be paid out of the treasury of this State, or any of the *funds* under its management, except in pursuance of the appropriation by law."

Under the Constitution, no moneys can be paid out of the treasury of the State, or any of the several funds under its management, save and except in pursuance of an appropriation by law. No such appropriation having been made under the Carter bill, no moneys could be distributed until the next Legislature met and appropriated the funds.

Again, twenty-three Senators, or nearly 70 per cent of the entire upper house of the Legislature, has filed a protest with me against the approval of this bill, saying, among other things, that they passed the bill with a misunderstanding as to the provisions of the same and without discovering the objectionable features at the time. When twenty-three of the thirty-four Senators come in and file a protest against a bill which they had passed, thereby notifying me that it did not represent their judgment, legislative will and desires, I can not let the protest go unheeded. The Senators protesting against my signing the bill are: Senators Goodson, Crossley, Craig, Hawkins of Dunklin, Hawkins of Greene, Lysaght, Brunk, Cain, Gardner, Kinney, Brogan, Warner, Cassidy, McClintic, Rodgers, Allee, Casey, Greene, Wilson, Busby, Buford, Whitledge, and Bronson. This protest alone is sufficient to cause me to withhold my approval of the bill.

In vetoing this bill the funds are now left in such condition that the moneys can be distributed to and used by each and every county in the State, the stamp fund being distributed on the basis that the number of children attending school in each county bears to the total number in the State. The other moneys can be used to meet permanent improvements, where the citizens, etc., pay for a part of the improvement and the State pays part. Appropriations have also been made to pay each and every county their claims in full which were vetoed two years ago.

Should I approve the Carter bill the road funds would be tied up and we would be left in a worse condition than we

were two years ago, by reason of no appropriation having been made to carry same into effect. A complaint was made of the condition two years ago because the appropriations were vetoed, and the moneys belonging to the counties were left in the treasury, and in such condition they could not be used or distributed. As heretofore stated, by vetoing this bill the counties can now have all the stamp moneys distributed to them—every county getting its proportional part without the expenditure of a single dollar, and the "General State road fund" money can be gotten by any district, county, etc., making permanent improvements under sections 11914-17, R. S. 1909, and wherein the State pays part.

Therefore, by reason of the protest of the twenty-three Senators, and further, because of the tieing up of the funds for two years at least, by reason of the Legislature failing to make any appropriation under the Carter bill, or to carry out its provisions, I cannot sign the bill, and return the same without my approval.

Respectfully,

ELLIOTT W. MAJOR,

Governor.

VETO RECORDED WITH THE SECRETARY OF STATE

APRIL 23, 1913

From the Journal of the House of Representatives, pp. 1726-1729

CITY OF JEFFERSON, April 23, 1913.

To the Secretary of State:

Sir—I have the honor to transmit herewith House bill No. 972, which reached me within ten days next before the adjournment of the General Assembly, said bill entitled

An act to appropriate money for the support of the State government, the payment of the contingent and the incidental expenses of the State departments, the public

printing, and for the payment of certain other demands against the State for which no appropriation has heretofore been made, for the years 1913 and 1914, and appropriating money to the various counties to be used in the construction and improvement of the public roads, with an emergency clause

With my approval endorsed thereon, except as to the following items, to which I object, and which I return without my approval. I append to the bill, at the time of signing the same, a statement of the items to which I object. My reasons for objecting to said items, and returning same without my approval, are as follows:

The business of the State must be conducted upon sound business principles. The State must not contract obligations beyond the reasonable revenue expectancy. The appropriations to many of the institutions have largely exceeded those of former biennial periods, and it becomes my duty to keep the appropriations safely within our expected revenues. To do this I must, in safety, object to some of the appropriations, and in the exercise of that power lodged in me under section 13, article 5 of the Constitution, I will begin the pruning of items at home and in my own department.

I object to and return, without my approval, the item contained in section 2a of said appropriation bill, appropriating the sum of $4,000 to purchase and maintain an automobile for the Governor. I appreciate the consideration shown me by the Legislature, and also the fact that a machine is really a necessity in the department, but I will not use the appropriation for a machine, and therefore return the item without my approval.

I object to and return, without my approval, all the items contained in section 12a of the said appropriation bill, appropriating the total sum of $8,000 for the support and maintenance of the Missouri Naval Reserves, being $4,000 for "transportation of crew to and from the Atlantic seaboard," $2,000 for "subsistence" and $2,000 for "incidental expenses, including local drayage, dockage and towage."

Missouri is not adapted to training for naval service, and this training should be conducted and paid for by the Federal Government. I have signed a bill of some $7,000 or $8,000 deficiency for the naval reserves made two years ago. No appropriation has ever been made for the reserves heretofore.

I object to and return, without my approval, all the items in section 20a of said appropriation bill, appropriating the sum of $39,839 for pay of salaries of the Commissioners of the St. Louis Court of Appeals, stenographers, office rent, typewriters, etc., there being no law establishing any such commission—the bill introduced in the Forty-seventh General Assembly for that purpose having failed to pass.

I object to and return, without my approval, the following items in section 24 of said appropriation bill, appropriating moneys for fish hatchery at St. Joseph, to wit: The sum of $3,500 for "building new cottage," and the sum of $2,500 for the "extension of driveway." The old cottage can be repaired and the extension of the driveway is not a necessity at this time.

I object to and return, without my approval, the following items in section 31 of said appropriation bill, relating to the State Poultry Experiment Station Association, to wit: "Room to hospital, $300;" "fattening, killing and oat sprouting room, $750;" "five water fowl houses, $175;" "Rhode Island breeding house, $200;" "Rancocas laying houses, $400;" "pedigree breeding house, $350;" "miscroscope, $125;" "carpenter and shop tools, $250;" "eight fattening batteries, $200;" "multigraph for reports and circulars, $250;" "book cases, tables, filing cabinets and office furniture, $350;" "sewer and tiling, $200;" "males, eggs and improved breeding and experimental stock, $500." The appropriation to the Poultry Experiment Station is about $20,000 in excess of what it had been heretofore. I have gone over the matter with the department and find these items can be vetoed, and many of them can be cared for out of the remaining moneys appropriated for general or other board purposes. The amount vetoed in this section totaling $4,050.

I object to and return, without my approval, the item contained in section 37 of said appropriation bill, appropriating $5,000 "for the support, maintenance and improvement of the Third District Normal School at Cape Girardeau." The appropriations for educational institutions must be confined to the appropriations in the educational bill. When I signed the educational bill in the earlier days of the Legislature I did so on the presumption that was the total amount to be given to the Normal at Cape Girardeau and other normals. The sums already given the school is some $16,000 more than was given for the maintenance and support of the institution for the preceding biennial period, not considering the moneys appropriated to erect new dormitories two years ago ($85,000).

I object to and return, without my approval, the item contained in section 38 of said appropriation bill, appropriating the sum of $20,000 "for the support, maintenance and improvement of the Fourth District Normal School at Springfield;" for the same reasons I object to section 37 of said bill.

I object to and return, without my approval, the item contained in section 39 of said appropriation bill, appropriating $5,000 "for the support, maintenance and improvement of the Second District Normal School at Warrensburg;" for the same reasons I object to section 37 of said bill. The educational institutions must keep their appropriations in the educational bill where they should be, and not have additional appropriations in the general contingent bill and after they have been fully cared for in the educational bill. Each of these three normals have good increases in the educational bill over former appropriations for salaries, maintenance, support, etc., and must be satisfied. The practice of later getting additional appropriations in the contingent bill, after passage of the educational bill, will not be permitted during my term, save in exceptional cases.

I object to and return, without my approval, the following item contained in section 39a of the said appropriation bill, appropriating the sum of $9,000 "for corridor from

school building to dining room." I am approving an item of $55,000 for erection of two new cottages (H and I) for the colony. This is caring well for the institution. The colony has run along nicely without the corridor for these years, and it is not an absolute necessity.

I object to and return, without my approval, the item contained in section 48 of said appropriation bill, appropriating "for salary of deputy or clerk, $2,400," to the State Dairy Department. The duties here are really provided for by other statutes and departments and appropriations, and really the whole section should be vetoed and all the items thereof. I am giving the section the benefit of the doubt, if it will help the dairy industry, and therefore let some $7,600 go through with my approval.

I object to and return, without my approval, section 60 of said bill, appropriating $60,000 "for the erection of an exposition building upon the State Fair grounds." This building is not a necessity. The buildings at the State Fair are ample and adequate to handle its business at this time, and this sum of money cannot be spared from the revenues of the State for the purpose of erecting an administration building. Splendid new buildings have recently been erected by the State at the State Fair grounds, and they are the equal of any adjoining state.

Merely as a matter of information, I will say there are a number of approved appropriations made in the bill which will not be used by reason of new laws and changes in the law, etc.—among them an appropriation in section 11 of the bill appropriating $20,000 to the Attorney-General for litigation in the rate cases, should the rate cases be reversed in the Supreme Court of the United States—that litigation, in such an event, now falling upon the Public Utilities Commission.

Only about $6,000 of the appropriation contained in section 32 to the Excise Commissioner of St. Louis will be used by reason of the enactment of the home rule bill, and as to the salary of the Excise Commissioner, the sum of about $7,500 will not be used in section 32a by reason of the

fact that that sum will now be paid the Excise Commissioner by the city of St. Louis on account of the home rule legislation.

The Industrial Home for Incorrigible Negro Girls, which will be constructed at Tipton at an appropriated cost of $80,000, can not be completed for perhaps a year and a half or more, therefore the appropriation in section 39, for the support and maintenance of the inmates, amounting to $50,000, would not be used during this biennial period, because there will be no inmates until the building is completed and receives inmates.

There will be about $1,500 appropriated to the State Highway Engineer in section 44c of the appropriation bill left unused, because that department has now been abolished.

The appropriation in section 60b of $400,000 to the penitentiary will not be used by reason of the fact that it was appropriated merely to meet a contingency in event the contractors should not use convict labor at the end of the year. The appropriation in section 60c, appropriating $150,000 to the penitentiary for new cell building, would not require the expenditure perhaps during this period of over $75,000. Thus there will be at least $560,000 of the money appropriated which will not be used.

The total amount of the items objected to by me and returned without my approval, amount to approximately $163,289. The items appropriated and above enumerated, which it is reasonably certain will not be used, amount to, approximately, $560,000. Aside from this, each biennial period there is always returned from the various appropriations unused an average of approximately $500,000. The sum total of these three things is approximately $1,223,289, which to that extent, relieves the paper liabilities, leaving the actual and real liabilities of the State safely within the reasonable expectancy of the State's revenues for the years 1913 and 1914.

I have not vetoed any of the relief appropriations in the contingent bill, but hereafter no relief appropriations will be allowed. The policy is bad and is growing rapidly,

and I will end the career of this class of drains on the public treasury.

Therefore I return the bill with my approval endorsed thereon, with the exception of the items as above designated and objected to and returned without my approval.

Respectfully,

ELLIOTT W MAJOR,

Governor.

VETO RECORDED WITH THE SECRETARY OF STATE

MARCH 24, 1915

From the Journal of the House of Representatives, pp. 1394-1395

CITY OF JEFFERSON, March 24, 1915.

To the Secretary of State:

Sir—I have the honor to transmit herewith House bill No. 1038 which reached me within ten days next before the adjournment of the General Assembly, said bill entitled

An act to provide money to pay the deficiencies in the expense of the State Government for the years 1907, 1908, 1909, 1910, 1911, 1912, 1913 and 1914, with an emergency clause;

With my approval endorsed thereon except as to the following items, to which I object, and which I return without my approval. I append to the bill, at the time of signing the same, a statement of the items to which I object. My reasons for objecting to said items, and returning same without my approval, are as follows:

I return without my approval items contained in 53a of said appropriation bill, appropriating the sum of $1,721.47 to Eastman & Johnston and $540.62 to Phillip Ott & Son—in all, $2,262.09.

This section of the deficiency bill was not passed by the Legislature, the records of the Legislature affirmatively

show that this section did not pass. The section is, therefore, in the deficiency bill without warrant or authority of law, and its appearance in said deficiency bill, therefore, is illegal. While the items contained in this section cannot be legally paid and honored, still the section appears in the bill, and in order to have the same regular I veto the section so as to dispose of it.

The Legislature cut out of this bill the sum of $960.00 due Hugh Stephens Printing Company and $1,000 due Graham Paper Company. These items should have been allowed in this deficiency bill. Each item is a just claim against the state, authorized by legal authority, and in accordance with the provisions of the law. I make mention of the items at this time to the end that the succeeding Legislature may pay same. There have always been deficiencies in every biennial period, and always will be, because some public necessity will always arise occasioning same.

Therefore, I return the bill with my approval endorsed thereon, with the exception of the item as above designated.

Respectfully,

ELLIOTT W. MAJOR,

Governor.

VETO RECORDED WITH THE SECRETARY OF STATE

MARCH 24, 1915

From the Journal of the House of Representatives, p. 1413

CITY OF JEFFERSON, March 24, 1915.

To the Secretary of State:

Sir—I herewith return, without my approval endorsed thereon, the following bill which reached me within ten days next before the adjournment of the General Assembly:

Committee substitute for Senate bill No. 478, entitled

An act entitled an act to repeal sections 30, 31 and 32 of an act entitled establishment and vacation of public and private roads, chapter 102, article 1, Session Acts 1913, approved April 14, 1913, and to enact three new sections in lieu thereof to be known as sections 30, 31 and 32 of chapter 102, article 1. Establishment and vacation of public roads, and providing for the classification of public roads, and vesting the right of eminent domain by condemnation in all counties and the state road department of this state.

This act provides among other things, as follows: "That if said commissioner fails to approve or make his recommendation on said route within sixty days, same shall be taken as approved by the department and become permanent inter-county seat highway, and the county court of said county shall so declare by record entry the selection of said route.

This practically would prevent the highway department from passing on the highways to be dragged and for which the state pays $15.00 per mile annually, because the different counties where there were contests would flood the department with requests to pass upon the routes, which would be impossible within the time, thus preventing the state from making its selection.

The act further provides as follows: "The State Highway Commissioner shall decide the controversy within sixty days after the matter has been certified to his department."

In many cases it would be a practical impossibility for him to pass upon same within the time, and would bring too large an amount of expense to the state in making long trips to the different portions of the commonwealth, and as the appropriation to the department is limited, it would be impossible for same to be made.

For these reasons and many others patent upon the face of the bill I return the bill without my approval.

Respectfully,

ELLIOTT W. MAJOR,

Governor.

VETO RECORDED WITH THE SECRETARY OF STATE

MARCH 24, 1915

From the Journal of the House of Representatives, pp. 1413-1415

CITY OF JEFFERSON, March 24, 1915.

To the Secretary of State:

Sir—I herewith return, without my approval endorsed thereon, the following bill which reached me within ten days next before the adjournment of the General Assembly:

Senate bill No. 479, entitled

An act to repeal an act known as "An act to provide for a system of dragged roads to connect all county seats in the state in one general system and appropriating money therefor, with an emergency clause," approved March 25, 1913, page 665, and enact in lieu thereof a new act to be known as an act to provide a system of dragged roads and improve inter-county seat roads and to connect all county seats in this state in one general system of roads, and providing for the appointment of a county highway board and giving their duties and qualifications, and appropriating money for dragging and improving inter-county seat roads and class "B" roads and providing for the selection of routes for such roads, with an emergency clause.

I have examined this bill carefully. It repeals and enacts anew the law providing for the system of dragged roads known as inter-county seat highways, adding thereto a new clause known as "B" roads.

First: It is quite evident that the aim, to a certain extent, is to take the authority out of the State Highway Department and transfer it to local authority. The state pays $15.00 per mile for dragging these roads, and the appropriation therefor is something like $350,000, and the supervision and final word, in many of these matters, must be left where the law now lodges it—in the Highway Department.

Second: On page 3, section 3, a considerable amount of printing must be furnished by the State Highway Department, and at the same time no funds to take care of it have been allowed by the Legislature.

Third: Section 5 provides that no funds appropriated under section 8 of the act shall be audited or paid out of the state treasury for the use and benefit of any county until the county court has certified to the State Highway Department the selection of the route for the roads on which the funds appropriated, when applied for, are to be used. This would cause an endless amount of delay in the road work. This business should be attended to by the county highway board, because if it has to go through the highway board and delayed often for a monthly meeting of the county court, and sometimes many months, and then wait for the county court to pass on it, it would mean a great delay in the use of the funds, and all to the detriment of good road betterments in the state, and in carrying out the scheme of dragging these highways.

Fourth: Any road not a county seat road could be a class "B" road. Everyone would want their road to be a class "B" road, and lead to endless trouble and confusion, and the mileage would far exceed the appropriation. It further appropriates $10.00 per mile for Class "B" roads, when the main roads get $15.00, when ofttimes a class "B" road might be traveled as much as county seat highways, and there would be created a great deal of dissatisfaction for this reason, and to that extent militate against the system.

Fifth: In section 12 it specifies a very large outlay for printing. When you take into consideration that there are 114 counties in the state which must be furnished with different kinds of blanks, books and records that are necessary, it would make it necessary to start a very large deficiency in the beginning.

Sixth: This bill provides that the roads shall be laid out by the county court. Each county court, of course, would select the roads to suit the interests of its own county,

and if the adjoining county, in laying out its roads, did not meet at the county line there would be a deadlock and no way to arrive at a conclusion. Under the old law the roads must be approved by the State Highway Department. Such being the case the Highway Department compelled them to come to and meet at a common point.

Seventh: Another strong objection to this measure becoming a law is that the road drag money comes out of the good roads fund of the general state road fund. It is all right to use a goodly sum for this purpose, but the fund should not be exhausted so as to not permit any permanent improvements to the highways throughout the various counties; or, in other words, the general state road fund law should not be made a dead letter. The appropriation for this purpose during the last period was $225,000, and is now raised to $350,000—or an advance of $125,000. Should I approve this law and then approve the appropriation of $100,000 to drag class "B" roads, then we would practically exhaust the entire general state road fund and good roads fund and leave practically nothing for permanent improvement of roads throughout the state, as provided in the general state road fund act. The fund would be so reduced that it would not leave enough money to pay for permanent improvements, requisitions, which are now running behind year after year and causing much complaint. Requisitions which will be on file this year could not be made and paid, and the faith kept with the people, by reason of the fact of the fund being exhausted for this one purpose. A great amount of permanent improvement which is done every year, by reason of this general state road fund aid, would cease. The present Legislature has appropriated $500,000 of this fund for permanent road improvements, but if this act should become a law there would be practically nothing left to meet provisions of said appropriation. The demand for aid for this permanent road improvement is growing rapidly, and will give more lasting benefit to the roads and a more beneficial result than the addition of class "B" roads.

For these reasons, and the further reason of removing the supervision from the Highway Department, I return this bill without my approval.

Respectfully,
ELLIOTT W. MAJOR,
Governor.

VETO RECORDED WITH THE SECRETARY OF STATE

MARCH 25, 1915

From the Journal of the House of Representatives, p. 1416

CITY OF JEFFERSON, March 25, 1915.

To the Secretary of State:

Sir—I herewith return, without my approval endorsed thereon, the following bill which reached me within ten days next before the adjournment of the General Assembly:

House bill No. 225, entitled

An act to provide public schools for children who are deaf or who have defective speech and to provide state aid for school districts establishing such schools.

This act provides for state aid in the sum of $150.00 each for the instruction of deaf persons or persons seriously defective in speech or unable to talk, said instruction to be at least nine months during the year preceding the first day of July, etc.

The aim is to provide public school instructions for such children by and through the revenues of the state. This state has already established a state school for the deaf at Fulton, Missouri, for the maintenance of which for the biennial period there is appropriated the sum of $244,000. The deaf may receive free instruction at this school. The state having appropriated ample for the education of the deaf, or those unable to speak, there is no further reason why the pupils in the state should not take advantage of the

opportunities offered at this school. The state cannot afford to go to the extra expense to provide various places of instruction in the various sections of the state, where it would be called upon so to do under the provisions of this act.

For the reasons herein given I return the bill without my approval.

Respectfully,
ELLIOTT W. MAJOR,
Governor.

VETO RECORDED WITH THE SECRETARY OF STATE

MARCH 25, 1915

From the Journal of the House of Representatives, pp. 1416-1417

CITY OF JEFFERSON, March 25, 1915.

To the Secretary of State:

Sir—I herewith return without my approval endorsed thereon the following bill which reached me within ten days next before the adjournment of the General Assembly:

House bill No. 82, entitled

Bounties for destruction of certain animals. An act repealing section 858 of article 11 (eleven) of chapter 6 of the Revised Statutes of Missouri of 1909, and enacting new section in lieu thereof to be known as section 858, relating to bounties for destruction of certain animals, to wit: Killing wolves.

This act repeals section 858 of article 11, chapter 6 of the Revised Statutes of Missouri and enacts a new section in lieu thereof authorizing the payment of a bounty of not exceeding $10.00 for wolf scalps, the state to pay one-half and the county the other half, etc. The law already upon the statute books is sufficient to meet the situation. There is no occasion for an increased bounty. The State of Missouri is

so advanced in its civilization, agricultural and other pursuits that it has passed the wolf stage.

For the above reasons I herewith return the bill without my approval.

Respectfully,
ELLIOTT W. MAJOR,
Governor.

VETO RECORDED WITH THE SECRETARY OF STATE

MARCH 25, 1915

From the Journal of the House of Representatives, p. 1417

CITY OF JEFFERSON, March 25, 1915.

To the Secretary of State:

Sir—I herewith return, without my approval endorsed thereon, the following bill which reached me within ten days next before the adjournment of the General Assembly:

Senate bill No. 300, entitled

An act providing a bounty for the killing and destruction of hawks.

This act provides a "bounty of $1.00 each for the killing of hawks in this state, excepting sparrow hawks, eagles, falcons, buzzards and kites." The law provides that same shall be paid out of the game protection fund. The appropriation made, however, to carry the law into effect is made from the general revenue fund. In other words, the appropriation is made contrary to the provisions of the law, and if this bill were approved there would be no appropriation to carry it into effect.

The government reports and best writers upon the subject have thoroughly demonstrated that hawks are more helpful than harmful, their principal food being the mammal pests, such as gophers, field mice and rats, snakes and harmful insects.

There are only three species of hawks whose destruction is recommended, and these species of hawks are scarcely ever found in this section of the United States. Occasionally there is an outlaw hawk which invades the poultry yard, but we can trust the owner to take care of him without the incentive of a reward of $1.00 from the state.

There is no public necessity for this act, and for the reasons herein mentioned I return the bill without my approval.

Respectfully,
ELLIOTT W. MAJOR,
Governor.

VETO RECORDED WITH THE SECRETARY OF STATE

MARCH 25, 1915

From the Journal of the House of Representatives, pp. 1417-1418

CITY OF JEFFERSON, March 25, 1915.

To the Secretary of State:

Sir—I herewith return, without my approval endorsed thereon, the following bill which reached me within ten days next before the adjournment of the General Assembly:

Senate bill No. 164, entitled

An act creating a board of road overseers for certain counties of the state, providing that the judges of the county courts in such counties shall be and constitute such board of road overseers, providing compensation for the members of such board, and defining the powers and duties of such board, with an emergency clause.

This act provides that the judges of the county courts in all counties which now have or may hereafter have a population of 80,000 or more inhabitants, and adjoining cities having a population of over five hundred thousand inhabitants, and also having more than 400 miles of macad-

amized or rock public roads, and which may have a total taxable wealth of fifty million dollars, shall constitute a board of road overseers of such counties for the purpose of seeing that dramshop funds, provided for by section 7199, Revised Statutes of 1909, shall be expended as provided in said section, and for the purpose of seeing that the roads contemplated by said section are now in good repair, for the purpose of viewing new road and bridge sites, etc.

The bill provides that each of the county judges shall receive $1,500 each for his services on this board. This bill applies only to St. Louis county. The county has now fifty-two road overseers, appointed by the county court, and it also has a county highway engineer. These fifty-two road overseers and the county highway engineer, whose duty it is to see to this work, can certainly attend to it without paying out the sum of $4,500 a year to the county court for this purpose. The county court may or may not be competent to oversee the work. The people will derive more benefit from placing the $4,500 a year in road benefit than to pay it to the judges of the county court to act as supervisors.

For the above reasons I return the bill without my approval.

Respectfully,
ELLIOTT W. MAJOR,
Governor.

VETO RECODRED WITH THE SECRETARY OF STATE

MARCH 26, 1915

From the Journal of the House of Representatives, pp. 1418-1419

CITY OF JEFFERSON, March 26, 1915.

To the Secretary of State:

Sir—I herewith return, without my approval endorsed thereon, the following bill which reached me within ten days next before the adjournment of the General Assembly:

House bill No. 1010, entitled

An act to amend section 10556 of article 5, chapter 102, Revised Statutes of the State of Missouri, 1909, entitled "May appoint county surveyor—compensation—may appoint assistants."

This act provides that in certain counties which now have or may hereafter have 75,000 inhabitants by the last decennial census and whose taxable wealth exceeds or may hereafter exceed forty-five million dollars and which adjoin or contain, or may hereafter adjoin or contain, a city of 500,000 inhabitants or more, the county surveyor, as surveyor and ex officio county highway engineer, may appoint, subject to the approval of the county court, such assistants as may be necessary, and each assistant shall receive no more than two thousand dollars nor less than twelve hundred dollars per annum.

This act applies solely to St. Louis county. The number of assistants which may be appointed under the act is not limited and the salaries increased, and I can not conceive of any benefit to be given back to the public by the expenditure. I have just vetoed a measure applying to this same county, whereby the county court itself was to supervise public roads and improvements and receive therefor yearly the amount of $4,500.

For these and other reasons I return the bill without my approval.

Respectfully,

ELLIOTT W. MAJOR,

Governor.

VETO RECORDED WITH THE SECRETARY OF STATE

MARCH 29, 1915

From the Journal of the House of Representatives, p. 1419

CITY OF JEFFERSON, March 29, 1915.

To the Secretary of State:

Sir—I return herewith, without my approval endorsed thereon, the following bill which reached me within ten days next before the adjournment of the General Assembly.

Senate bill No. 4, entitled

An act to provide for the aid and support of mothers whose husbands are dead, are inmates of some Missouri state institution, or who are mentally unable to work, and who have one or more children depending upon their labor (wholly or in part), and for mothers who are divorced from their husbands and who have been given custody of their children by order of court.

The act as originally drawn applied to the entire state, but was amended so as to make it apply only to the city of St. Louis. The city of St. Louis has provided by ordinance and now has the board of children's guardians, which gives ample provisions for giving aid as provided in this measure. It has been deemed best by those in charge of the charities that the ordinance be not disturbed, as its provisions meet the public necessities.

For the above reason, and at the request of persons interested in the measure, I return same without my approval.

Yours respectfully,
ELLIOTT W. MAJOR,
Governor.

VETO RECORDED WITH THE SECRETARY OF STATE

MARCH 30, 1915

From the Journal of the House of Representatives, pp. 1402-1404

CITY OF JEFFERSON, March 30, 1915.

To the Secretary of State:

Sir—I have the honor to transmit herewith House bill No. 1024, which reached me within ten days next before the adjournment of the General Assembly, said bill entitled

An act to appropriate money for the support, maintenance and improvement of the State University and other educational institutions during the years 1915 and 1916, and to meet the deficiencies of said institutions for the years 1913 and 1914, with an emergency clause.

With my approval endorsed thereon, except as to the following items, to which I object, and which I return without my approval. I append to the bill, at the time of signing the same, a statement of the items to which I object. My reasons for objecting to said items, and returning same without my approval, are as follows:

The state's business must be conducted upon sound business principles. The state must not contract obligations beyond the reasonable expectancy of the revenue. The Legislature has made appropriations amounting to more than two and one-half millions beyond the reasonable expectancy of the revenue. I advised the Legislature in my message that the revenues would not exceed eleven and one-half million dollars, and that I would be compelled to veto and hold up appropriations when the same exceeded this amount.

By reason of the Legislature over-appropriating the revenue, and to the end the credit of the state may be safely maintained, I object to and return, without my approval the following:

Section 2, the item contained therein, appropriating the sum of $75,000 for a new building, completed and fully equipped, at the First District Normal at Kirksville;

Section 3, the item contained therein, appropriating the sum of $25,800 for a new heating plant at the Second District Normal at Warrensburg;

Section 5, the item contained therein, appropriating the sum of $100,000 for a pedagogy and training school building, completed and fully furnished, at the Fourth District Normal at Springfield.

Thus I hereby veto, object to and return items amounting [to] $200,800.00.

By reason of the Legislature over-appropriating the revenues, as before stated, and to maintain the credit of the state, I further find it necessary to hold up, by contract and agreement, the following amounts from the various educational institutions, same not to be expended, used, contracted for, or requisition made therefor on the State Auditor for any part of the specified sum out of the total amount appropriated for said institution until same is released in whole or in part by the Governor, in writing:

Section 2, First District Normal, Kirksville, Missouri	$15,000.00
Section 3, Second District Normal, Warrensburg, Missouri	39,200.00
Section 4, Third District Normal, Cape Girdeau, Missouri	20,000.00
Section 5, Fourth District Normal, Springfield, Missouri	15,000.00
Section 6, Fifth District Normal, Maryville, Missouri	15,000.00
Section 7, Lincoln Institute, Jefferson City, Missouri	15,000.00
Section 8, University of Missouri, Columbia, Missouri	25,000.00
	$144,000.00*

*This total, as it appears in *House Journal*, 1915, p. 1404, is an obvious error. The correct total is $144,200.00

The agreements holding up said amounts have been properly signed in triplicate, one being on file in the office of the Governor and one with the State Auditor, and the other with the Board of Curators and Regents.

Yours respectfully,
ELLIOTT W. MAJOR,
Governor.

CITY OF JEFFERSON, March 30, 1915.

Statement of items objected to and returned without my approval in approving House Bill No. 1024:

Under the provisions of section 13 of article 5 of the Constitution of Missouri, I hereby and herewith append to House bill No. 1024, at the time of signing said bill, the following statement of the items objected to by me, and which are objected to by me and returned without my approval, in my letter transmitting and returning said bill to the Secretary of State, showing the items objected to and returned without my approval and my reasons therefor.

ITEMS OBJECTED TO AND RETURNED WITHOUT MY APPROVAL

Item in section 2 of bill, First District Normal at Kirksville, new building, completed and fully equipped.....	$75,000.00
Item in section 3 of bill, Second District Normal at Warrensburg, new heating plant.....	25,800.00
Item in section 5 of bill, Fourth District Normal, Springfield, pedagogy and training school building, completed and fully furnished...	100,000.00
	$200,800.00

Respectfully,
ELLIOTT W. MAJOR,
Governor.

VETO RECORDED WITH THE SECRETARY OF STATE

MARCH 31, 1915

From the Journal of the House of Representatives, pp. 1405-1407

CITY OF JEFFERSON, March 31, 1915.

To the Secretary of State:

Sir—I have the honor to transmit herewith House bill No. 782, which reached me within ten days next before the adjournment of the General Assembly, said bill entitled

An act to appropriate money for the support, maintenance and improvement of the eleemosynary and penal institutions of the state for the years 1915 and 1916, and to pay deficiencies of said institutions for the years 1913 and 1914, with an emergency clause,

With my approval endorsed thereon, except as to the following items, to which I object, and which I return without my approval. I append to the bill, at the time of signing the same, a statement of the items to which I object. My reasons for objecting to said items and returning same without my approval are as follows:

The state's business must be conducted upon sound business principles. The state must not contract obligations beyond the reasonable expectancy of the revenue. The Legislature has made appropriations amounting to more than two and one-half million dollars beyond the reasonable expectancy of the revenue. I advised the Legislature in my message that the revenues would not exceed eleven and one-half million dollars, and that I would be compelled to veto and hold up appropriations when the same exceeded this amount.

By reason of the Legislature over-appropriating the revenue and by reason of the destruction of all the buildings at the Warrensburg Normal, and to the end the credit of the

state may be maintained, I object to and return, without my approval, the following:

Section 3, the items contained therein, appropriating the sum of $9,000 for a new main kitchen and equipment and the sum of $2,500 for fire escapes, and the sum of $3,000 for electric fans for wards, making a total of $14,500 in said section for State Hospital No. 1 at Fulton;

Section 5, the item contained therein, appropriating the sum of $45,000 for a new hospital building for State Hospital No. 2 at St. Joseph;

Section 7, the item contained therein, appropriating the sum of $45,000 for a hospital building, fully complete, and equipment for State Hospital No. 3 at Nevada;

Section 9, the item contained therein, appropriating the sum of $50,000 for a new cottage for insane and equipment for same for State Hospital No. 4 at Farmington;

Section 13, the item contained therein, appropriating $25,000 for one new cottage for the Industrial Home for Girls at Chillicothe;

Section 28, the items contained therein appropriating $28,000 for a patients' villa, fully equipped, and furniture for same; $5,000 for public education and field agents, and $5,000 for a bake oven—all appropriated for the Missouri State Sanatorium at Mount Vernon, making a total of $34,500;

Section 30, the items contained therein, appropriating the sum of $21,350 to construct north wing, laundry and to lay cement floor in basement of buildings; $1,918 for steam heating for north wing and $450 for electric wiring for the north wing—all for the Industrial Home for Incorrigible Negro Girls at Tipton.

Thus I hereby veto, object to and return, without my approval, items amounting to $237,718.00.

By reason of the Legislature over-appropriating the revenues, and by reason of the destruction of all the buildings at the Warrensburg Normal, as before stated, and to maintain the credit of the state, I further find it necessary to hold up, by contract and agreement, the following amounts

from the various eleemosynary and penal institutions, same not to be expended, used, contracted for, or requisition made therefor on the State Auditor for any part of the specified sum out of the total amount appropriated for said institution until same is released in whole or in part by the Governor, in writing:

Section 3, State Hospital No. 1, Fulton, Missouri	$12,000.00
Section 5, State Hospital No. 2, St. Joseph, Missouri	15,000.00
Section 7, State Hospital No. 3, Nevada, Missouri	8,000.00
Section 9, State Hospital No. 4, Farmington, Missouri	10,000.00
Section 11, Colony for Feeble-Minded and Epileptic, Marshall, Missouri	30,000.00
Section 13, Industrial Home for Girls, Chillicothe, Missouri	15,000.00
Section 15, Training School for Boys, Boonville, Missouri	15,000.00
Section 17, Confederate Soldiers Home, Higginsville, Missouri	10,000.00
Section 20, Federal Soldiers Home, St. James, Missouri	15,000.00
Section 23, School for the Blind, St. Louis, Missouri	10,000.00
Section 26, Missouri School for the Deaf, Fulton, Missouri	15,000.00
Section 28, Missouri State Sanatorium, Mt. Vernon, Missouri	15,000.00
	$170,000.00

The agreements holding up said amounts have been properly signed in triplicate, one being on file in the office of the Governor, one with the State Auditor and the other with the Board of managers of the institution.

Respectfully,

ELLIOTT W. MAJOR,

Governor.

CITY OF JEFFERSON, March 31, 1915.

Statement of Items Objected to and Returned Without my Approval in Approving House Bill No. 782.

Under the provisions of section 13 of article 5 of the Constitution of Missouri, I hereby and herewith append to House bill No. 782, at the time of signing said bill, the following statement of the items objected to by me, and which are objected to by me and returned without my approval, in my letter transmitting and returning said bill to the Secretary of State, and my reasons therefor.

ITEMS OBJECTED TO AND RETURNED WITHOUT MY APPROVAL

Items in section 3 of bill, State Hospital No. 1, Fulton:		
New kitchen and equipment	$9,000	
Fire escapes	2,500	
Electric fans for wards	3,000	
		$14,500.00
Item in section 5 of bill, State Hospital No. 2, St. Joseph:		
New hospital building		45,000.00
Item in section 7 of bill, State Hospital No. 3, Nevada:		
Hospital building		45,000.00
Item in section 9 of bill, State Hospital No. 4, Farmington:		
New cottage for insane		50,000.00
Item in section 13 of bill, Industrial Home for Girls, Chillicothe:		
New cottage		25,000.00
Items in section 28 of bill, State Sanatorium, Mt. Vernon:		
Patients' villa	$28,000	
Public education and agents	5,000	

Bake oven	$1,500	
		$34,500.00
Items in section 30 of bill, Industrial Home for Negro Girls, Tipton:		
Construction north wing	$21,350	
Steam heating north wing	1,918	
Electric wiring north wing	450	
		23,718.00
		$237,718.00

Respectfully,
ELLIOTT W. MAJOR.
Governor.

VETO RECORDED WITH THE SECRETARY OF STATE

MARCH 31, 1915

From the Journal of the House of Representatives, pp. 1419-1420

CITY OF JEFFERSON, March 31, 1915.

To the Secretary of State:

Sir—I herewith return, without my approval endorsed thereon, the following bill which reached me within ten days next before the adjournment of the General Assembly:

Senate bill No. 472, entitled

An act to amend section 10572 of article 5, chapter 102, Revised Statutes, 1909, entitled "County highway engineer, appointment and duties of."

Section 10571, Revised Statutes of Missouri, 1909, provides for the dispensing of the highway engineer act in any county by special election called by the county court. Section 10572 provides that the surveyor in such counties is by virtue of that fact ex officio highway engineer.

Under the proposed bill this would only be true when directed by the county court by an order of record. In other words, the law would better be left as it is, so that the officer selected by the people would become ex officio highway engineer and that without order of record from the county court.

For these and other sufficient reasons the bill is returned without my approval.

Respectfully,
ELLIOTT W. MAJOR,
Governor.

VETO RECORDED WITH THE SECRETARY OF STATE

APRIL 2, 1915

From the Journal of the House of Representatives, pp. 1408-1412

CITY OF JEFFERSON, April 2, 1915.

To the Secretary of State:

Sir—I have the honor to transmit herewith House bill No. 1070, which reached me within ten days next before the adjournment of the General Assembly, said bill entitled:

An act to appropriate money for the support of the state government, the payment of contingent and the incidental expenses of the state departments, public printing and for the payment of certain other demands against the state for which no appropriation has heretofore been made, for the years 1915 and 1916, appropriating money for the construction and improvement of public roads, providing an emergency appropriation to be used in case of destruction by fire, lightning, windstorm or tornado, and providing certain restrictions for said act, with an emergency clause,

With my approval endorsed thereon, except as to the following items, to which I object, and which I return without my approval. I append to the bill, at the time of signing the same, a statement of the items to which I object.

My reasons for objecting to said items and returning same without my approval are as follows:

The state's business must be conducted upon sound business principles. The state must not contract obligations beyond the reasonable expectancy of the revenue. The Legislature has made appropriations amounting to more than two and one-half millions dollars beyond the reasonable expectancy of the revenue. I advised the Legislature in my message that the revenues would not exceed eleven and one-half million dollars, and that I would be compelled to veto and hold up appropriations when the same exceeded this amount.

By reason of the Legislature over-appropriating the revenue, and by reason of the destruction by fire of all the buildings at the Warrensburg Normal, and to the end the credit of the State may be maintained, I object to and return, without my approval, the following:

Section 5a, the item contained therein, appropriating the sum of $10,000 to be expended by the State Board of Agriculture, for the use and benefit of negro farm improvement, through the method of organization of negro farm institutes, or associations. The finances will not warrant the new expenditure during this biennial period.

Section 12, the item contained therein appropriating the sum of $500 for the payment of outstanding union bonds that may be presented during the years 1915 and 1916. This appropriation has become a dead letter, and there is no necessity of carrying it as a liability.

Section 31, the item contained therein, appropriating the sum of $2,500 for the purpose of paying claims for dramshop licenses and refunds.

Section 33, the item contained therein, appropriating the sum of $150,000 for the purpose of repairing or rebuilding any building now owned by the state and used by any department of the state government, or by any of the eleemosynary, penal or educational institutions which, during the years 1915 and 1916, may be destroyed by fire, lightning, windstorm, tornado, etc. There has already been appro-

priated specifically all the moneys for these purposes which the revenues of the state will warrant.

Section 43, the total sum of $15,450 contained therein for the improvement of the fish hatchery located at St. Joseph, the same being appropriated conditionally, and providing for a commission in reference thereto—the items of which consist of $6,000 for the construction of water mains for supplying water to hatchery pond, $200 for collection basins of water heads, $8,000 for new ponds and improving old ones, $1,000 for wall and fence in front and $250 for repairing and painting house. The condition of the revenues will not warrant the appropriation and the uncertainty of the conditions provided therein make it extremely advisable not to carry this appropriation as a liability against the revenues.

Section 50d, the item contained therein, appropriating the sum of $6,000 for the purpose of gathering stories of the earlier history of Missouri and preserving the same. Considering the necessities of educational and eleemosynary revenues having been over-appropriated, I deem it not advisable to use this amount of money for the purpose herein mentioned.

Section 57, the item contained therein, appropriating the sum of $3,000 for salary of engineer in the department of land reclamation. Drainage districts, etc., will have their own engineer, and the necessities of an engineer in this department are not as great as the necessities for the money in state institutions.

Section 66a, the item contained therein, appropriating the sum of $3,000 for bounty on wolf scalps. This item has been vetoed by Governors preceding me—the last veto being that of Governor Hadley.

Section 67b, the item contained therein, appropriating the sum of $25,000 for pumps and equipment for deep wells at the Missouri State Penitentiary at Jefferson City.

Section 67e, the item contained therein, appropriating the sum of $12,000 to pay instructors or teachers employed in school districts establishing and maintaining public

schools for instruction of deaf mutes, etc. There is no law authorizing this expenditure or for such purpose in such institutions, the bill therefor having been vetoed. The state furnishes a school for this purpose at Fulton, supported by an appropriation for this period of $244,000.

Section 78, the item contained therein, appropriating the sum of $16,000 to William G. Kelly and Henry B. Kelly, partners doing business as Kelly & Kelly, in payment of what is stated as their plan and expert services, etc., rendered the Board of Fund Commissioners in the sale of capitol bonds. The payment of this is protested by the Capitol Commission, and as a member of the Board of Fund Commissioners, there is no obligation upon the part of the state contractual or other wise, to pay this claim.

Section 89b, item contained therein appropriating the sum of $100,000 to drag class B roads of the state, there being no law authorizing the dragging of this class of roads.

Section 110, the item contained therein appropriating $1,000 for improving terrace of the street in front of the Supreme Court building and constructing steps or approach to said building at the front and adjacent to High street. This sum is wholly inadequate to make the improvements, and at the suggestion of the members of the court the same is vetoed and returned without my approval.

Thus I hereby veto, object to and return without my approval items amounting to $228,450 from the general revenue and $116,000 from other funds.

By reason of the Legislature over-appropriating the revenues, and by reason of the destruction by fire of all the buildings at the Warrensburg Normal School as before stated, and to maintain the credit of the state, I further find it necessary to hold up, by contract and agreement with the proper parties, the following amounts appropriated and contained in this bill, the same not to be expended, used, contracted for, or requisition made therefor on the State Auditor, for all or any part of the specified sum out of the total amount appropriated in each instance, unless the same is released in whole or in part by the Governor in writing,

said contracts and agreements having been signed this 1st day of April, 1915:

Section 5, State Board of Agriculture, Bureau of Dairying item	$5,000
Section 5, State Board of Agriculture, Veterinary service	10,000
Section 7, Attorney-General's office, special appropriation	5,000
Section 9, State Auditor's office	3,000
Section 11, Beer Inspection Department	5,000
Section 13, Building and Loan Department	3,500
Section 23, Board of Charities and Corrections	2,000
Section 26, State Auditor—criminal costs	50,000
Section 27, Executive Department, for apprehension of criminals	5,000
Section 29, Diseased animals slaughtered	5,000
Section 35, Executive Department—mansion	1,670
Section 38, State Fair, for tunnel under track	3,000
Section 40, Fruit Experimental Station at Mountain Grove	5,000
Section 41, Food and Drug Commissioner	2,000
Section 46, Bureau of Geology and Mines	15,000
Section 48, Board of Health	5,000
Section 50, State Historical Society	1,000
Section 56, Bureau of Labor Statistics	5,000
Section 57, Land Reclamation Department	1,000
Section 60, Missouri Library Commission	1,250
Section 61, Bureau of Mines	3,000
Section 67b, State Penitentiary, emergency appropriations	725,000
Section 67c, State Penitentiary	100,000
Section 68, State Poultry Experiment Station	15,000
Section 71, Printing documents, etc	21,145
Section 72, Board of Pardons and Paroles	1,000
Section 73, Public Service Commission	15,000
Section 73a, Missouri Reformatory, same not needed until building is constructed, amount appropriated being too much	45,000

Section 81a, Board of Agriculture	$15,000
Section 92, School Department	12,500
Section 93, School Department	16,000
Section 102, Supreme Court contingent espenses	3,000
Section 105, Educational Department	2,000
Section 111, State Treasury Department	750
Sections 3, 4, 37, 99 and 100, College of Agriculture	30,000
	$1,137,815

The agreements holding up said amounts have been properly signed in triplicate, one being on file in the office of the Governor, one with the State Auditor and the other with the Board of Managers of the institution or the department.

Respectfully,
ELLIOTT W. MAJOR,
Governor.

CITY OF JEFFERSON, April 1, 1915.

STATEMENT OF ITEMS OBJECTED TO AND RETURNED WITHOUT MY APPROVAL IN APPROVING HOUSE BILL NO. 1070

Under the provisions of section 13 of article 5 of the Constitution of Missouri, I hereby and herewith append to House bill No. 1070, at the time of signing said bill, the following statement of the items objected to by me, and which are objected to by me and returned without my approval, in my letter transmitting and returning said bill to the Secretary of State, showing the items and my reasons therefor.

ITEMS OBJECTED TO AND RETURNED WITHOUT MY APPROVAL

Item in section 5a, Board of Agriculture, negro farm institutes, etc	$10,000
Item in section 12, for payment of outstanding union bonds during 1915-16	500

Item in section 31, for dramshop licenses and refunds	$ 2,500
Item in section 33, for emergencies—institutions, etc	150,000
Item in section 43, St. Joseph fish hatchery	15,450
Item in section 50d, for gathering folklore stories and historical data	6,000
Item in section 57, Land Reclamation Department engineer	3,000
Item in section 66a, wolf scalp bounty	3,000
Item in section 67b, pumps, etc., at penitentiary	25,000
Item in section 78, Kelly & Kelly, commission on sale capitol bonds	16,000
Item in section 67e, education deaf mutes	12,000
Item in section 89b, dragging class B roads	100,000
Item in section 110, terrace about Supreme Court building grounds, etc	1,000

Respectfully,

ELLIOTT W. MAJOR,

Governor.

SPECIAL MESSAGES

TO THE SENATE

JANUARY 14, 1913

From the Journal of the Senate, p. 27

STATE OF MISSOURI, CITY OF JEFFERSON, January 14, 1913.

To the Senate of the 47th General Assembly of the State of Missouri:

I have the honor to advise that I have this day, by and with the consent of the Senate, appointed Richard B. Noel of Monticello, Mo., to the office of Pardon Attorney to the Governor, for a term ending January 9, 1915.

Respectfully,

ELLIOTT W. MAJOR,

Governor.

TO THE SENATE

JANUARY 15, 1913

From the Journal of the Senate, p. 27

January 15, 1913.

To the Senate of the 47th General Assembly of the State of Missouri:

I have the honor to advise that I have this day, by and with the consent of the Senate, appointed Joseph G. Dillard of Sedalia, Mo., to the office of Inspector of Hotels, for a term ending on the first Monday in January, 1915, and until his successor is commissioned and qualified.

Respectfully,

ELLIOTT W. MAJOR,

Governor.

TO THE SENATE

JANUARY 15, 1913

From the Journal of the Senate, p. 27

January 15, 1913.

To the Senate of the 47th General Assembly of the State of Missouri:

I have the honor to advise that I have this day, by and with the advice and consent of the Senate, appointed Sidney S. May of the city of St. Louis as a member of the Board of Election Commissioners of the city of St. Louis, to hold for a term ending January 15, 1917, and until his successor is commissioned and qualified.

Respectfully,

ELLIOTT W. MAJOR,
Governor.

TO THE SENATE

JANUARY 15, 1913

From the Journal of the Senate, pp. 27-28

January 15, 1913.

To the Senate of the 47th General Assembly of the State of Missouri:

I have the honor to advise that I have this day, by and with the advice and consent of the Senate, appointed Thomas L. Anderson of the city of St. Louis to the office of Excise Commissioner of said city of St. Louis, Mo., to hold during the pleasure of the Governor.

Respectfully,

ELLIOTT W. MAJOR,
Governor.

TO THE SENATE

JANUARY 15, 1913

From the Journal of the Senate, p. 28

January 15, 1913.

To the Senate of the 47th General Assembly of the State of Missouri:

I have the honor to advise that I have this day, by and with the advice and consent of the Senate, appointed John W. Drabelle of the city of St. Louis as a member of the Board of Election Commissioners of St. Louis, to hold for a term ending January 15, 1917, and until his successor is commissioned and qualified, and I hereby designate said John W. Drabelle as chairman of said board.

Respectfully,

ELLIOTT W. MAJOR,

Governor.

TO THE SENATE

JANUARY 17, 1913

From the Journal of the Senate, p. 68

CITY OF JEFFERSON, January 17, 1913.

To the Senate of the 47th General Assembly of the State of Missouri:

I have the honor to advise that I have this day, by and with the consent and advice of the Senate, appointed Charles G. Revelle of Jefferson City, Mo., to the office of Superintendent of the Insurance Department for a term ending March 1, 1917.

Respectfully,

ELLIOTT W. MAJOR,

Governor.

TO THE SENATE

JANUARY 17, 1913

From the Journal of the Senate, p. 69

CITY OF JEFFERSON, January 17, 1913.

To the Senate of the 47th General Assembly of the State of Missouri:

I have the honor to advise that I have this day, by and with the consent of the Senate, appointed D. C. McClung of Jefferson City, Mo., to the office of Warden of the Penitentiary for a term ending the third Monday in January, 1917.

Respectfully,
ELLIOTT W. MAJOR,
Governor.

TO THE SENATE

JANUARY 20, 1913

From the Journal of the Senate, p. 69

CITY OF JEFFERSON, January 20, 1913.

To the Senate of the 47th General Assembly of the State of Missouri:

I have the honor to advise that I have this day, by and with advice and consent of the Senate, appointed F. H. Fricke of the city of St. Louis, Mo., to the office of Food and Drug Commissioner for a term ending on the first day of February, 1917.

Respectfully,
ELLIOTT W. MAJOR,
Governor.

TO THE SENATE AND THE HOUSE OF REPRESENTATIVES

JANUARY 20, 1913

From the Journal of the House of Representatives, p. 113

January 20, 1913.

To the Senate and House of Representatives:

I have the honor to transmit to you (through the House of Representatives) the following named documents:

Report of Missouri Waterway Commission.

Report of Panama-Pacific Exposition Commissioners.

Report of State Board of Health for the year 1911.

Report of the State Board of Dental Examiners for the year 1912.

Report of the State Beer Inspector for the year 1912.

Report of the State Board of Accountancy for the year 1912.

Report of the Commission for the State Industrial School for Negro Girls.

Report of the State Geologist for the years 1911 and 1912.

Report of the Board of Managers of the State Sanatorium for Incipient Tuberculosis for the years 1911 and 1912.

Respectfully submitted,

ELLIOTT W. MAJOR,

Governor.

TO THE SENATE

JANUARY 23, 1913

From the Journal of the Senate, p. 98

CITY OF JEFFERSON, January 23, 1913.

To the Senate of the 47th General Assembly of the State of Missouri:

I have the honor to advise that I have this day, by and with the advice and consent of the Senate, appointed John T. Mitchell of Columbia, Mo., to the office of Bank Commissioner, for a term ending on January 16, 1917.

Respectfully,
ELLIOTT W. MAJOR,
Governor.

TO THE SENATE

JANUARY 27, 1913

From the Journal of the Senate, p. 107

CITY OF JEFFERSON, January 27, 1913.

To the Senate of the 47th General Assembly of the State of Missouri:

I have the honor to advise that I have this day, by and with the consent of the Senate, appointed T. Speed Mosby of Jefferson City, Mo., to the office of Beer Inspector, for a term ending August 31, 1915.

Respectfully,
ELLIOTT W. MAJOR,
Governor.

TO THE SENATE

JANUARY 27, 1913

From the Journal of the Senate, p. 107

CITY OF JEFFERSON, January 27, 1913.

To the Senate of the 47th General Assembly of the State of Missouri:

I have the honor to advise that I have this day, by and with the consent of the Senate, appointed S. A. Newman of Cassville, Mo., to the office of Prison Physician for a term ending the third Monday in January, 1917.

Respectfully,
ELLIOTT W. MAJOR,
Governor.

TO THE SENATE

JANUARY 28, 1913

From the Journal of the Senate, p. 139

CITY OF JEFFERSON, January 28, 1913.

To the Senate of the 47th General Assembly of the State of Missouri:

I have the honor to advise that I have this day, by and with the advice and consent of the Senate, appointed Joseph A. Wright of the city of St. Louis as a member of the Board of Election Commissioners of the city of St. Louis, to hold for a term ending January 15, 1917, and until his successor is commissioned and qualified.

Respectfully,
ELLIOTT W. MAJOR,
Governor.

TO THE SENATE

JANUARY 28, 1913

From the Journal of the Senate, pp. 139-140

CITY OF JEFFERSON, January 28, 1913.

To the Senate of the 47th General Assembly of the State of Missouri:

I have the honor to advise that I have this day, by and with the advice and consent of the Senate, appointed Oscar E. Buder of the city of St. Louis as a member of the Board of Election Commissioners of the city of St. Louis, to hold for a term ending January 15, 1917, and until his successor is commissioned and qualified.

Respectfully,
ELLIOTT W. MAJOR,
Governor.

TO THE SENATE

FEBRUARY 6, 1913

From the Journal of the Senate, p. 255

CITY OF JEFFERSON, February 6, 1913.

To the Senate of the Forty-seventh General Assembly of the State of Missouri:

I have the honor to advise that I have this day, by and with the consent of the Senate, appointed the following five members on the board known as the Board of Tuberculosis Hospital Commissioners for the tuberculosis hospital district of Buchanan county, said members and terms being as follows, towit:

Joseph A. Corby, to hold for a term ending November 30, 1913; Dr. Daniel Morton, to hold for a term ending November 30, 1914; Eugene F. Westheimer, for a term ending November 30, 1915; J. G. Schneider, to hold for a

term ending November 30, 1916, and James H. McCord, to hold for a term ending November 30, 1917.

Respectfully,
ELLIOTT W. MAJOR,
Governor.

TO THE GENERAL ASSEMBLY

FEBRUARY 10, 1913

From the Journal of the Senate, p. 313

CITY OF JEFFERSON, February 10, 1913.

To the Forty-seventh General Assembly:

In accordance with the provisions of the statutes, I herewith submit for your consideration and such action as you may deem advisable the eighth biennial report of the State Board of Charities and Corrections.

Respectfully,
ELLIOTT W. MAJOR,
Governor.

TO THE SENATE

FEBRUARY 10, 1913

From the Journal of the Senate, p. 313

CITY OF JEFFERSON, February 10, 1913.

To the Senate of the Forty-seventh General Assembly of the State of Missouri:

I have the honor to advise that I have this day, by and with the advice and consent of the Senate, appointed John Sullivan of Sedalia, Mo., as a member of the Board of Regents of the Lincoln Institute, to hold for a term ending January 1, 1917, vice W. W. Charters.

Respectfully,
ELLIOTT W. MAJOR,
Governor.

TO THE SENATE

FEBRUARY 10, 1913

From the Journal of the Senate, pp. 313-314

CITY OF JEFFERSON, February 10, 1913.

To the Senate of the Forty-seventh General Assembly of the State of Missouri:

I have the honor to advise that I have this day, by and with the advice and consent of the Senate, appointed J. E. Maughs of Fulton, Mo., as a member of Board of Regents of the Lincoln Institute, to hold for a term of six years from January 1, 1913, vice George N. Martin.

Respectfully,

ELLIOTT W. MAJOR,

Governor.

TO THE SENATE

FEBRUARY 10, 1913

From the Journal of the Senate, p. 314

CITY OF JEFFERSON, February 10, 1913.

To the Senate of the Forty-seventh General Assembly of the State of Missouri:

I have the honor to advise that I have this day, by and with the advice and consent of the Senate, appointed Thomas Roden of Mexico, Mo., as a member of the Board of Regents of the Lincoln Institute, to hold for a term ending January 1, 1917, vice A. A. Speer.

Respectfully,

ELLIOTT W. MAJOR,

Governor.

TO THE SENATE

FEBRUARY 10, 1913

From the Journal of the Senate, p. 314

CITY OF JEFFERSON, February 10, 1913.

To the Senate of the Forty-seventh General Assembly of the State of Missouri:

I have the honor to advise that I have this day, by and with the advice and consent of the Senate, appointed F. Guy Chinn of Jefferson City, Mo., as a member of the Board of Regents of the Lincoln Institute, to hold for a term of six years from January 1, 1913, vice S. R. Emery.

Respectfully,

ELLIOTT W. MAJOR,

Governor.

TO THE GENERAL ASSEMBLY

FEBRUARY 11, 1913

From the Journal of the House of Representatives, p. 429

To the Forty-seventh General Assembly:

In accordance with the provisions of the statutes, I herewith submit (through the House), for your consideration and such action as you may deem advisable, the report of the Department of Factory Inspection, covering the period from June 1, 1909, to December 31, 1912.

Respectfully,

ELLIOTT W. MAJOR,

Governor.

TO THE SENATE

FEBRUARY 18, 1913

From the Journal of the Senate, p. 455

CITY OF JEFFERSON, February 18, 1913.

To the Senate of the Forty-seventh General Assembly of the State of Missouri:

I have the honor to advise that I have this day, by and with the advice and consent of the Senate, and in pursuance of the provisions of section 8349, R. S. Mo. 1909, appointed Brigadier-General Harvey C. Clark of Nevada as Major-General of the National Guard of Missouri.

Respectfully,

ELLIOTT W. MAJOR,

Governor.

TO THE SENATE

FEBRUARY 18, 1913

From the Journal of the Senate, p. 455

CITY OF JEFFERSON, February 18, 1913.

To the Senate of the Forty-seventh General Assembly of the State of Missouri:

I have the honor to advise that I have this day, by and with the advice and consent of the Senate, and in pursuance of the provisions of section 8349, R. S. Mo. 1909, appointed Col. E. J. Spencer of St. Louis as Brigadier-General of the National Guard of Missouri.

Respectfully,

ELLIOTT W. MAJOR,

Governor.

TO THE SENATE

FEBRUARY 18, 1913

From the Journal of the Senate, p. 455

CITY OF JEFFERSON, February 18, 1913.

To the Senate of the Forty-seventh General Assembly of the State of Missouri:

I have the honor to advise that I have this day, by and with the advice and consent of the Senate, and in pursuance of the provisions of section 8349, R. S. Mo. 1909, appointed Col. Cusil Lechtman, Third Infantry, Kansas City, as Brigadier-General of the National Guard of Missouri.

Respectfully,

ELLIOTT W. MAJOR,

Governor.

TO THE SENATE

FEBRUARY 24, 1913

From the Journal of the Senate, p. 499

To the Senate of the Forty-seventh General Assembly of the State of Missouri:

I have the honor to advise that I have this day, by and with the consent and advice of the Senate, appointed Dr. V. Q. Bonham of Fayette, Missouri, as a member of the Board of Managers of State Hospital No. 1 for a term of four years ending February 1, 1917, vice R. R. Buckner.

J. B. Hereford of Odessa, Missouri, as a member of the Board of Managers of State Hospital No. 1 for a term ending February 1, 1915, to succeed himself.

R. R. Sanderson of Bowling Green, Missouri, as a member of the Board of Managers of State Hospital No. 1

for a term of four years ending February 1, 1917, vice Samuel Sharp.

W. R. Taylor of Fulton, Missouri, as a member of the Board of Managers of State Hospital No. 1 for a term of four years ending February 1, 1917, vice Dr. E. B. Clements.

Respectfully,

ELLIOTT W. MAJOR,

Governor.

TO THE SENATE

FEBRUARY 24, 1913

From the Journal of the Senate, pp. 499-500

CITY OF JEFFERSON, February 24, 1913.

To the Senate of the Forty-seventh General Assembly of the State of Missouri:

I have the honor to advise that I have this day, by and with the consent and advice of the Senate, appointed George B. Baker of Maryville, Missouri, as a member of the Board of Managers of State Hospital No. 2 for a term of four years ending February 1, 1917, vice Jacob Geiger.

J. A. Postlewaite of Tarkio, Missouri, as a member of the Board of Managers of State Hospital No. 2 for a term of four years ending February 1, 1917, vice W. C. Pierce.

Smith Penny of St. Joseph, Missouri, as a member of the Board of Managers of State Hospital No. 2 for a term of four years ending February 1, 1917, vice H. D. Faxon.

Respectfully,

ELLIOTT W. MAJOR,

Governor.

TO THE SENATE

FEBRUARY 24, 1913

From the Journal of the Senate, p. 500

CITY OF JEFFERSON, February 24, 1913.

To the Senate of the Forty-seventh General Assembly of the State of Missouri:

I have the honor to advise that I have this day, by and with the consent and advice of the Senate, appointed J. D. Ingram of Nevada, Missouri, as a member of the Board of Managers of the State Confederate Soldiers Home for a term of four years ending February 1, 1917.

John A. Woods of Fayette, Missouri, as a member of the Board of Managers of the State Confederate Soldiers Home for a term of four years ending February 1, 1917.

John W. Halliburton of Carthage, Missouri, as a member of the Board of Managers of the State Confederate Soldiers Home for a term ending February 1, 1917.

Respectfully,

ELLIOTT W. MAJOR,

Governor.

TO THE SENATE

FEBRUARY 24, 1913

From the Journal of the Senate, p. 500

CITY OF JEFFERSON, February 24, 1913.

To the Senate of the Forty-seventh General Assembly of the State of Missouri:

I have the honor to advise that I have this day, by and with the consent and advice of the Senate, appointed A. N. Lindsey of Clinton, Missouri, as a member of the Board of

Managers of State Hospital No. 3 for a term of four years ending February 1, 1917, vice Granville Smith.

W. L. Hiett of Houston, Missouri, as a member of the Board of Managers of State Hospital No. 3 for a term of four years ending February 1, 1917, vice H. W. Mueschke.

J. C. Nunn of Nevada, Missouri, as a member of the Board of Managers of State Hospital No. 3 for a term of four years ending February 1, 1917, vice W. E. Clark.

Respectfully,

ELLIOTT W. MAJOR,
Governor.

TO THE SENATE

FEBRUARY 24, 1913

From the Journal of the Senate, p. 527

CITY OF JEFFERSON, February 24, 1913.

The Senate of the Forty-seventh General Assembly of the State of Missouri:

I have the honor to advise that I have this day, by and with the consent and advice of the Senate, appointed Sam B. McPheeters of St. Louis, Missouri, as a member of the Board of Police Commissioners of the city of St. Louis, to hold for a term of four years, ending January 1, 1917, vice A. O. Rule.

Chas. P. Williams of St. Louis, Missouri, as a member of the Board of Police Commissioners of the city of St. Louis, to hold for a term of four years, ending January 1, 1917, vice August L. Abbott.

Thos. S. Maffitt of St. Louis, Missouri, as a member of the Board of Police Commissioners of the city of St. Louis, to hold for a term ending January 1, 1914, vice A. A. B. Woerheide, resigned.

Jno. J. Sheahan of St. Louis, Missouri, as a member of the Board of Police Commissioners of the city of St. Louis,

to hold for a term ending January 13, 1914, vice Hobart Brinsmade, resigned.

Respectfully,
ELLIOTT W. MAJOR,
Governor.

TO THE SENATE

FEBRUARY 25, 1913

From the Journal of the Senate, p. 539

CITY OF JEFFERSON, February 25, 1913.

To the Senate of the Forty-seventh General Assembly of Missouri:

I have the honor to advise that I have this day, by and with the consent and advice of the Senate, appointed Hon. A. D. Nortoni of St. Louis, Missouri, as a member of the Board of Curators of the University of Missouri for a term of six years ending January 1, 1919.

Hon. Sam Sparrow of Kansas City, Missouri, as a member of the Board of Curators of the University of Missouri for a term of six years ending January 1, 1919.

Dr. S. L. Baysinger of Rolla, Missouri, as a member of the Board of Curators of the University of Missouri for a term of six years ending January 1, 1919.

Respectfully,
ELLIOTT W. MAJOR,
Governor.

TO THE SENATE

FEBRUARY 26, 1913

From the Journal of the Senate, p. 558

February 26, 1913.

The Senate of the Forty-seventh General Assembly of the State of Missouri:

I have the honor to advise that I have this day, by and with the consent and advice of the Senate, appointed Collins

Thompson of St. Louis, Missouri, as a member of the Board of Managers of the Missouri School for the Blind, to hold for a term of four years, ending February 1, 1917, vice T. K. Niedringhaus.

Otto W. Hammer of St. Louis, Missouri, as a member of the Board of Managers of the Missouri School for the Blind, to hold for a term of four years, ending February 1, 1917, vice Mrs. A. E. Hecker.

Sen. Geo. T. Lee of Van Buren, Missouri, as a member of the Board of Managers of the Missouri School for the Blind to hold for a term of four years, ending February 1, 1917, vice Arthur B. Shepley.

Respectfully,
ELLIOTT W. MAJOR,
Governor.

TO THE SENATE

MARCH 11, 1913

From the Journal of the Senate, p. 841

CITY OF JEFFERSON, March 11, 1913.

To the Senate of the Forty-seventh General Assembly of the State of Missouri:

I have the honor to advise that I have this day, by and with the consent and advice of the Senate, appointed Louis Houck of Cape Girardeau, Missouri, as a member of the Board of Regents of the Normal School, District No. 3, for a term of six years ending January 1, 1919, vice himself.

F. M. Norman of Dexter, Missouri, as a member of the Board of Regents of the Normal School, District No. 3, for a term of six years ending January 1, 1919, vice T. P. Russell.

Respectfully,
ELLIOTT W. MAJOR,
Governor.

TO THE SENATE

MARCH 11, 1913

From the Journal of the Senate, p. 841

CITY OF JEFFERSON, March 11, 1913.

To the Senate of the Forty-seventh General Assembly of the State of Missouri:

I have the honor to advise that I have this day, by and with the consent and advice of the Senate, appointed Leo M. Phipps of Grant City, Missouri, as a member of the Board of Regents of the Normal School, District No. 5, for a term of six years ending January 1, 1919, vice Henry J. Hughes.

W. H. Haynes of St. Joseph, Missouri, as a member of the Board of Regents of the Normal School, District No. 5, for a term of six years ending January 1, 1919, vice O. P. Williams.

Respectfully,
ELLIOTT W. MAJOR,
Governor.

TO THE SENATE

MARCH 11, 1913

From the Journal of the Senate, p. 841

CITY OF JEFFERSON, March 11, 1913.

To the Senate of the Forty-seventh General Assembly of the State of Missouri:

I have the honor to advise that I have this day, by and with the consent and advice of the Senate, appointed J. O. Allison of New London, Missouri, as a member of the Board of Regents of the Normal School, District No. 1, for a term of six years ending January 1, 1919, vice J. M. Hardman.

Benjamin Franklin of Macon, Missouri, as a member of the Board of Regents of the Normal School, District No. 1, for a term of six years ending January 1, 1919, vice H. T. Burckhartt.

Respectfully,
ELLIOTT W. MAJOR,
Governor.

TO THE SENATE

MARCH 11, 1913

From the Journal of the Senate, p. 921

CITY OF JEFFERSON, March 11, 1913.

To the Senate of the Forty-seventh General Assembly of the State of Missouri:

I have the honor to advise that I have this day, by and with the consent and advice of the Senate, appointed W. Y. Foster of Nevada, Missouri, as a member of the Board of Regents of the Normal School, District No. 4, for a term ending January 1, 1917, vice Hugh McIndoe.

C. A. Lockwood of Lamar, Missouri, as a member of the Board of Regents of the Normal School, District No. 4, for a term ending January 1, 1917, vice H. B. McDaniel.

W. S. Candler of Mountain Grove, Missouri, as a member of the Board of Regents of the Normal School, District No. 4, for a term of six years ending January 1, 1919, vice J. M. Earp.

J. J. Schneider of Springfield, Missouri, as a member of the Board of Regents of the Normal School, District No. 4, for a term of six years, ending January 1, 1919, vice W. M. Wade.

J. P. McCammon of Springfield, Missouri, as a member of the Board of Regents of the Normal School, District No. 4, for a term ending January 1, 1915, vice M. B. Clark.

Respectfully,
ELLIOTT W. MAJOR,
Governor.

TO THE SENATE

MARCH 18, 1913

From the Journal of the Senate, p. 1064

CITY OF JEFFERSON, March 18, 1913.

To the Senate of the Forty-seventh General Assembly of the State of Missouri:

I have the honor to advise that I have this day, by and with the consent and advice of the Senate, appointed C. A. Keith of Lexington, Missouri, as a member of the Board of Regents of the Normal School, District No. 2, for a term of six years ending January 1, 1919, vice Jesse W. Henry.

T. W. Silvers of Butler, Missouri, as a member of the Board of Regents of the Normal School, District No. 2, for a term ending January 1, 1917, vice R. J. Martin.

J. T. Murphy of Windsor, Missouri, as a member of the Board of Regents of the Normal School, District No. 2, for a term of six years ending January 1, 1919, vice John Montgomery.

Respectfully,
ELLIOTT W. MAJOR,
Governor.

TO THE HOUSE OF REPRESENTATIVES

MARCH 20, 1913

From the Journal of the House of Representatives, p. 1500

March 20, 1913.

Hon. James H. Hull, Speaker House of Representatives, Jefferson City, Missouri:

Dear Sir: I am requested by Hon. W. J. Bryan, Secretary of State in the Cabinet of President Wilson, to

convey to the House of Representatives his compliments, and express his regrets at his inability to accept the kind invitation to address the House.

Mr. Bryan's compliments are more fully expressed in the following telegram to me, to wit:

Lincoln, Nebraska, March 19, 1913.

"Governor Major, Jefferson City, Missouri.

I wish you would present my greeting to the members of the Legislature and assure them of my appreciation of the invitation extended by them. Have delayed answering in the hope that it might be possible to accept, but much to my regret I find that other duties prevent. Thank them for the honor done me.

W. J. BRYAN."

I therefore have the honor to present to you, and ask you to present to the House, Mr. Bryan's compliments, and express his regrets at not being able to accept the kind invitation.

Respectfully,
ELLIOTT W. MAJOR,
Governor.

TO THE SENATE AND THE HOUSE OF REPRESENTATIVES

MARCH 20, 1913

From the Journal of the Senate, pp. 1195-1196

To the Senate and House of Representatives of the Forty-seventh General Assembly of the State of Missouri:

You are now nearing the closing hours of your labors and this Legislature will go down in the history of Missouri as one of the best. I take this occasion to congratulate the members of both branches on their good work. In the

matter of progressive legislation you are abreast of the times, and stand in the forefront of all the legislatures in the United States that have been in session this winter. You have breathed the spirit of the new day, and have met many of the new conditions in the new era; you have contributed your part in the making of a new and greater Missouri, and upon the whole have given a good account of your stewardship; you have been faithful in redeeming the pledges made to the people, and, after all, that is one of the strong tests and standards by which you can be measured. You have felt the progressive spirit, and have enacted laws which will commend your service to the citizens, regardless of politics.

There are a few subjects which the shortness of time has prevented you from fully considering, one among which is a workmen's compensation act, but I am glad to see you have prepared the way, by creating commissioners to continue the consideration of this and other questions, and report the result of their labors to the next Legislature. The presidential preferential primary question can be timely considered at the next session.

Viewing your work in its fullness, Missouri can congratulate herself on having elected so splendid a legislative body. You have labored constantly and faithfully from the day of your organization until these closing hours, and your deliberations have been absolutely free from small or petty politics or considerations. You have grasped and handled the problems of moment with ability and with a clear conception of their importance and your duties in the premises. This Assembly possesses an efficiency rarely found in legislative bodies. You typify not only the spirit of today, but the character of that splendid type of Missourians, whose achievements have placed our state among the first in the republic.

As the chief executive, I desire to compliment you upon your work and to thank you for the consideration shown the executive department and the recommendations made by me in my inaugural address, and to further thank you for the great services you have rendered the people. May you

return to your homes in good health, and may the years bring you much profit and happiness.

Respectfully,

ELLIOTT W. MAJOR,

Governor.

TO THE SECRETARY OF STATE

APRIL 16, 1913

From the Journal of the House of Representatives, pp. 1716-1718

CITY OF JEFFERSON, April 16, 1913.

To the Secretary of State:

Sir—I have the honor to transmit herewith, with my approval endorsed thereon, the following bill, which reached me within ten days next before the adjournment of the General Assembly:

Senate bill No. 26, entitled

An act to prohibit any railroad street railway, terminal, transfer or electric railway corporation from transporting passengers or freight from a point in this State to a point in this State unless such corporation is incorporated under the laws of the State of Missouri; and providing penalty for violation, and rules of procedure, and "making any servant, agent or officer knowingly assisting or aiding or acting for any such corporation in violating any of the provisions of section 1 of this act guilty of a misdemeanor, and providing a penalty."

I sign this bill because it will only have a prospective application. This act, I take it, will not apply to foreign railroad corporations now doing business in Missouri. The policy of Missouri in reference to encouraging the development of the State by the railroads has been an express one, clearly set forth in our statutes. In 1870 the Legislature, in order to encourage the development of the State, enacted a law with the following provision:

"Any railroad company, duly incorporated and existing under the laws of an *adjoining* state of the United States, may extend, construct, maintain and operate its railroad into and through this State, and *for that purpose shall possess and exercise all the rights, powers and privileges conferred by the general laws of this State upon railroad corporations organized thereunder*, and shall be subject to all the duties, liabilities and provisions of the laws of this State concerning railroad corporations *as fully as if incorporated in this State*." (Act 1870, p. 90.)

The Legislature afterwards, in 1881, so amended the law as to make it apply to any railroad company duly incorporated and existing under the laws of *any state*, whereas it had previously applied only to an adjoining state. Foreign railroad corporations, under this legislative invitation from the State, knowing what its fixed policy would be, extended its lines into and across the State and invested fortunes in Missouri.

Upon the full faith and credit of the grant, rights and privileges contained in our statutes, investments were made and the companies were assured that they could enjoy, possess and exercise all the rights, powers and privileges conferred by our laws upon domestic railroad corporations. Having declared by law that such would be the policy and right, the grant by the State became a binding one, and from it flowed a contract between the companies and the State of Missouri, which is protected by the Constitution.

Under the provisions of our statutes, which existed at the time the corporations applied for and were licensed to enter Missouri, and at the time the payments required by law were made, and investments made and property acquired, the corporations received a permit and grant which amounted to a contract that the foreign railroad corporation would be permitted to do business, and while subject to all our laws as to regulations, etc., yet would not be subjected to any greater liability restrictions or duties or matters than those required or imposed upon domestic corporations of like character. It was a clear grant that the liabilities

and requirements would be the same as a domestic corporation, and the same treatment, of course, must be measured out to both. The foreign corporation, having been admitted to Missouri and having made permanent investments under the grant and good faith of the statutes of the State, cannot now, after entry, be discriminated against. This present act providing that no railroad corporation except incorporated and chartered in and under the laws of the State of Missouri should be permitted to carry passengers or freight from one point in this State to another point in this State, would, if the act had any other than a prospective application, violate this grant and contract, and discriminate against a foreign railroad corporation already here under our laws and in favor of the domestic railroad corporation—a thing which the statutes of the State declared at the time would not be done if these foreign railroads would enter Missouri, make their investments and build their lines.

The State of Missouri could have, through its statutes, imposed any conditions it saw fit and proper in reference to the entry and construction of lines by foreign railroad corporations. It could have required them to incorporate in this State at the time. As it did not do so, it cannot now, after entry and investment, impose additional burdens and conditions on the roads now here as to their right to continue to do business in this State. Quite a different proposition from the exercise of the State's right to the reasonable regulation of the business of such roads. This act would become an absolute prohibition as to the right of any foreign railroad corporation to continue business in Missouri unless it incorporated as a domestic corporation. These businesses are already incorporated under other states and are here, after full compliance with our laws; we can regulate them, but cannot arbitrarily compel them to incorporate in this State or forfeit their right to continue business, as vested interests have attached and contractual relations exist by reason of the acts and laws of the State at the time of entry. Again, how could they incorporate in Missouri as domestic corporations. If the law applied to prevent

foreign corporations doing business here, the bill provides no way of incorporating. These principles which I have suggested are sustained not only by the decisions of the Supreme Court of this State, but the Supreme Court of the United States in the American Smelting and Refining Company case, and numerous other decisions, and also by the Supreme Court of the State of Kentucky in passing upon statutes exactly like ours, wherein it was held that the statutes would violate the Federal Constitution—the Kentucky case being that of the Mobile & Ohio Railroad Company.

As stated, I have signed the bill because I believe it has a prospective application, applying only to such foreign corporations as may hereafter enter Missouri. If the Legislature, by this bill, desires to change the policy of the State in reference to the entry of foreign railroad corporations hereafter, that is a matter for it alone to determine.

Respectfully,

ELLIOTT W. MAJOR,

Governor.

TO THE SECRETARY OF STATE

APRIL 16, 1913

From the Journal of the House of Representatives, pp. 1718-1719

CITY OF JEFFERSON, April 16, 1913.

To the Secretary of State:

Sir—I have the honor to transmit herewith, with my approval endorsed thereon, the following bill, which reached me within ten days next before the adjournment of the General Assembly:

Senate bill No. 117, entitled

An act to promote the safety of employes and travelers upon railroads and railways in whole or in part within the State of Missouri, while operated within said State by any

person, persons, partnership or corporation, either as owner, lessee or receiver, in any commerce, traffic, transportation or intercourse between two or more points or places, wholly within said State, by compelling said person, persons, partnership or corporation to properly man their trains and locomotives, and providing for violations thereof.

This bill will have little or no effect upon the passenger traffic of the railroads. If there is any increase in the number of employes in the passenger department it will be so small as to be inconsequential. On the main line of the Missouri Pacific it would not add to exceed three, and possibly none.

The representatives of the bill and the representatives of Federated Labor handling the argument, on hearing stated that in a few instances where it would add an employe to a passenger train would be met by merely changing the name from porter to brakeman, and wearing a brakeman's badge instead of a porter's. This is done under the full crew law in the state of Texas, evidence of which was filed by representatives of federated labor in presenting their reasons why the bill should be signed.

The full crew bill will not affect the freight department, save and except such freight trains as are composed of forty cars or more. So it may be said that the present full crew bill will only affect the freight department, and that only on such trains as consist of forty or more cars. It does not mean the adding of an extra man on such freight trains without beneficial returns, both to the public and the roads. It will afford a return in the way of protecting both life and property, and in the more efficient handling of traffic.

By reason of the cutting down of grades and the use of heavy engines we have longer trains and also increased speed of trains, larger traffic is handled, and that more speedily, without any increase in the number of men handling such trains. This fact no doubt accounts for the increase in the number of men killed and injured, and our increased number of wrecks and tie-ups. The addition of the one man on these long trains would give better facilities for detecting defects

and the inspection of the condition of the train while in transit, thereby reducing the chances of wrecks and tie-ups, which are expensive, to the minimum.

In 1904 one trainman in every eleven on the roads in the United States was killed or injured. In 1911 this proportion became one in every eight. Of the 90,000 railroad yardmen employed in 1911, one in every one hundred and eighty-seven was killed, and one in every eight was injured.

The Legislature, in its wisdom, has seen fit to enact this law for the purpose of safeguarding both life and property. A similar bill has been vetoed by Governor Cruce of Oklahoma, and was approved by Governor Sulzer of New York. The states of Arkansas, Arizona, California, Maryland, Indiana, Pennsylvania, New Jersey, and Washington have full crew statutes. This statute which I have today approve is seemingly more liberal to the roads than those in the majority of other states having enacted the same.

The number of men handling each train in the United States is less than that of any other country.

I have heard both sides and have thoroughly weighed same, and see no reason why I should override the legislative will—I therefore approve the bill.

Respectfully,

ELLIOTT W. MAJOR,

Governor.

TO THE SECRETARY OF STATE

APRIL 17, 1913

From the Journal of the House of Representatives, pp. 1719-1720

CITY OF JEFFERSON, April 17, 1913.

To the Secretary of State:

Sir—I herewith return, with my approval endorsed thereon, Senate bill No. 409, which reached me within ten days next before the adjournment of the General Assembly, entitled

An act to provide a system of dragged roads to connect all county seats in the State in one general system, and appropriating money therefor, with an emergency clause.

The practical application of this bill will not be wholesome in some counties, yet will be quite beneficial when the entire State is considered.

It will only consume a part of the fund derived solely from automobile licenses, and will leave a balance for permanent road improvement in all counties where the county, district or citizens pay not less than one-half of such improvements, the State paying half, unless it exceeds 3 per cent of the funds—the maximum amount which any county could receive being 3 per cent of the entire fund.

Respectfully,

ELLIOTT W. MAJOR,

Governor.

TO THE SECRETARY OF STATE

APRIL 23, 1913

From the Journal of the House of Representatives, pp. 1725-1726

CITY OF JEFFERSON, April 23, 1913.

To the Secretary of State:

Sir—I herewith return, with my approval endorsed thereon, House bill No. 465, entitled

An act to ascertain the number of indigent and dependent ex-Confederate soldiers resident in this State, and to provide for the payment of a pension to such as were honorably discharged from the Confederate service, and who are shown to be deserving for State aid.

The same having reached me within ten days next before the adjournment of the General Assembly.

In approving this bill, I do so with much hesitancy by reason of the fact I am not satisfied that the same is constitutional. I am in doubt as to whether or not the public

revenues can be used as specifically provided for in this bill. It seems also to impinge upon the constitutional provision against class legislation.

I called upon the Attorney-General for an opinion, and he advises me that he is in doubt as to its constitutionality, but that in view of the presumption of law attending the bill he deems it constitutional, yet is not throughly satisfied upon the proposition.

There is no appropriation, however, made in the contingent bill to carry the act into effect, as an appropriation contained in a bill itself has never been considered valid. The Legislature enacted this law by reason of the fact that the Confederate Home at Higginsville is inadequate in capacity to care for all the indigent Confederate soldiers—there being perhaps about one hundred this bill would effect and who are not cared for in the home.

I therefore give the act the benefit of the doubt, and the legal presumption attending, and sign the same.

Respectfully,

ELLIOTT W. MAJOR,

Governor.

TO THE SENATE AND THE HOUSE OF REPRESENTATIVES

JANUARY 20, 1915

From the Journal of the House of Representatives, p. 153

January 20, 1915.

To the Senate and House of Representatives:

In compliance with the requirements of the statutes of Missouri, I have the honor to transmit to you through the House of Representatives, for your information and consideration, a complete record of all pardons, paroles, communications, reprieves and transfers to the insane asylum

granted to prisoners in the Missouri Penitentiary between the dates of January 13, 1913, and January 1, 1915.

Respectfully submitted,
ELLIOTT W. MAJOR,
Governor.

TO THE SENATE AND THE HOUSE OF REPRESENTATIVES

JANUARY 25, 1915

From the Journal of the House of Representatives, p. 190

January 25, 1915.

To the Senate and House of Representatives:

I have the honor to transmit to you; through the House of Representatives: the following reports of state departments:

First annual report of the Public Service Commission for the eight and one-half months ending December 31, 1913; biennial report of the State Geologists; thirty-fifth annual report Missouri Bureau of Labor Statistics.

Respectfully submitted,
ELLIOTT W. MAJOR,
Governor.

TO THE SENATE

FEBRUARY 4, 1915

From the Journal of the Senate, p. 265

February 4, 1915.

To the Senate of the Forty-eighth General Assembly of the State of Missouri:

I have the honor to advise that I have this day, by and with the advice and consent of the Senate, appointed the fol-

lowing members on the Board of Police Commissioners of the city of Kansas City, Missouri:

Col. Fred A. Lamb of Kansas City, Mo., to hold for a term ending March 9, 1917, vice Hon. W. C. Reynolds.

Hon. James S. Lapsley of Kansas City, Mo., to hold for a term ending March 9, 1917, vice Hon. Alvah H. O'Dowd term expired.

Respectfully,

ELLIOTT W. MAJOR,

Governor.

TO THE SENATE

FEBRUARY 10, 1915

From the Journal of the Senate, pp. 340-341

February 10, 1915.

To the Senate of the Forty-eighth General Assembly of the State of Missouri:

I have the honor to advise that I have this day, by and with the advice and consent of the Senate, appointed the following members of the State Board of Charities and Corrections:

Miss Mary E. Perry of St. Louis, Mo., for a term ending January 1, 1921, vice herself, term expired.

Eugene Weiffenbach of Warrenton, Mo., to hold for a term ending January 1, 1921, vice himself, term expired.

Respectfully,

ELLIOTT W. MAJOR,

Governor.

TO THE SENATE

FEBRUARY 10, 1915

From the Journal of the Senate, p. 341

February 10, 1915.

To the Senate of the Forty-eighth General Assembly of the State of Missouri:

I have the honor to advise that I have this day, by and with the advice and consent of the Senate, appointed the following members on the Board of Managers of the Missouri School for the Deaf:

Dr. R. N. Crews of Fulton, Mo., to hold for a term ending February 1, 1919, vice himself, term expired.

DeWitt Masters of Perry, Mo., to hold for a term ending February 1, 1919, vice Sam A. Clark, term expired.

Respectfully,

ELLIOTT W. MAJOR,

Governor.

TO THE SENATE

FEBRUARY 10, 1915

From the Journal of the Senate, p. 341

February 10, 1915.

To the Senate of the Forty-eighth General Assembly of the State of Missouri:

I have the honor to advise that I have this day, by and with the advice and consent of the Senate, appointed the following members of the Board of Managers for the Federal Soldiers' Home: J. W. Farris of Lebanon, Mo., to hold for a term ending February 1, 1919, vice W. A. Young, term expired.

Thos. B. Rodgers of St. Louis, Mo., to hold for a term ending February 1, 1919, vice himself, term expired.

Respectfully,

ELLIOTT W. MAJOR,

Governor.

TO THE SENATE

FEBRUARY 10, 1915

From the Journal of the Senate, p. 341

February 10, 1915.

To the Senate of the Forty-eighth General Assembly of the State of Missouri:

I have the honor to advise that I have this day, by and with the advice and consent of the Senate, appointed the following members of the Board of Managers for the Industrial Home for Girls at Chillicothe, Mo.:

Frank Ashby of Chillicothe, Mo., for a term ending February 1, 1919, vice himself, term expired.

Charles H. Bower of Hannibal, Mo., for a term ending Februrary 1, 1919, vice Boyd Dudley, term expired.

Mrs. James Bradshaw of Kansas City, Mo., for a term ending February 1, 1919, vice Mrs. Alice K. Rowland, term expired.

Respectfully,
ELLIOTT W. MAJOR,
Governor.

TO THE SENATE

FEBRUARY 10, 1915

From the Journal of the Senate, p. 341

February 10, 1915.

To the Senate of the Forty-eighth General Assembly of the State of Missouri:

I have the honor to advise that I have this day, by and with the advice and consent of the Senate, appointed the following member of the Board of Managers of State Hospital No. 1 at Fulton, Mo.:

R. M. White of Mexico, Mo., for a term ending February 1, 1919, vice himself, term expired.

Respectfully,
ELLIOTT W. MAJOR,
Governor.

TO THE SENATE

FEBRUARY 10, 1915

From the Journal of the Senate, p. 341

February 10, 1915.

To the Senate of the Forty-eighth General Assembly of the State of Missouri:

I have the honor to advise that I have this day, by and with the advice and consent of the Senate, appointed the following members of the Board of Managers of State Hospital No. 3 at Nevada, Mo.:

J. A. Daugherty of Webb City, Mo., to hold for a term ending February 1, 1919, vice W. J. Sewell, term expired.

M. J. Brady of Richards, Mo., to hold for a term ending February 1, 1919, vice Dr. C. P. Bowden, term expired.

Respectfully,

ELLIOTT W. MAJOR,

Governor.

TO THE SENATE

FEBRUARY 10, 1915

From the Journal of the Senate, p. 342

February 10, 1915.

To the Senate of the Forty-eighth General Assembly of the State of Missouri:

I have the honor to advise that I have this day, by and with the advice and consent of the Senate, appointed the following members of the Board of Managers for State Hospital No. 4 at Farmington, Mo.:

Judge N. C. Chasteen of Dexter, Mo., to hold for a term ending April 11, 1919, vice Samuel Ulen, term expired.

R. B. Anderson of St. Louis, Mo., to hold for a term ending April 11, 1919, vice himself, term expired.

Respectfully,

ELLIOTT W. MAJOR,

Governor.

TO THE SENATE

FEBRUARY 10, 1915

From the Journal of the Senate, p. 342

February 10, 1915.

To the Senate of the Forty-eighth General Assembly of the State of Missouri:

I have the honor to advise that I have this day, by and with the advice and consent of the Senate, appointed Joseph G. Dillard of Sedalia, Mo., as Hotel Inspector of the State of Missouri, to hold for a term ending on the first Monday in January, 1917, vice himself, term expired.

Respectfully,

ELLIOTT W. MAJOR,

Governor.

TO THE SENATE

FEBRUARY 10, 1915

From the Journal of the Senate, p. 342

February 10, 1915.

To the Senate of the Forty-eighth General Assembly of the State of Missouri:

I have the honor to advise that I have this day, by and with the advice and consent of the Senate, appointed the following members of the Board of Managers for the Training Schools for Boys at Boonville, Mo.:

Judge W. M. Williams of Boonville, Mo., to hold for a term ending February 1, 1919, vice himself, term expired.

John W. Baldwin of Sedalia, Mo., to hold for a term ending February 1, 1919, vice himself, term expired.

Respectfully,

ELLIOTT W. MAJOR,

Governor.

TO THE SENATE

FEBRUARY 10, 1915

From the Journal of the Senate, p. 342

February 10, 1915.

To the Senate of the Forty-eighth General Assembly of the State of Missouri:

I have the honor to advise that I have this day, by and with the advice and consent of the Senate, appointed the following members of the Board of Regents for Normal School District No. 4, Springfield, Mo.:

John H. Case of Marshfield, Mo., to hold for a term ending January 1, 1921, vice J. P. McCammon, term expired.

Ignace Glaser of Springfield, Mo., for a term ending January 1, 1921, vice himself, term expired.

Respectfully,

ELLIOTT W. MAJOR,

Governor.

TO THE SENATE

FEBRUARY 10, 1915

From the Journal of the Senate, p. 342

February 10, 1915.

To the Senate of the Forty-eighth General Assembly of the State of Missouri:

I have the honor to advise that I have this day, by and with the advice and consent of the Senate, appointed the following members of the Board of Regents for Normal School District No. 2, Warrensburg, Mo.:

W. F. Quigley of Tipton, Mo., to hold for a term ending January 1, 1921, vice L. J. Schofield, term expired.

J. L. Spillers of Otterville, Mo., to hold for a term ending January 1, 1921, vice O. G. Burch, term expired.

Respectfully,

ELLIOTT W. MAJOR,

Governor.

TO THE SENATE

FEBRUARY 10, 1915

From the Journal of the Senate, pp. 342-343

February 10, 1915.

To the Senate of the Forty-eighth General Assembly of the State of Missouri:

I have the honor to advise that I have this day, by and with the advice and consent of the Senate, appointed the following members of the Board of Regents for Normal School District No. 5, Maryville, Mo.:

Charles L. Mosely of Stanberry, Mo., for a term ending January 1, 1921, vice Willis G. Hine, term expired.

George N. Gromer of Pattonsburg, Mo., to hold for a term ending January 1, 1921, vice William F. Rankin, term expired.

W. A. Weightman of Mound City, to hold for a term ending January 1, 1921, vice James B. O'Brien, no longer a resident of the district.

Respectfully,
ELLIOTT W. MAJOR,
Governor.

TO THE SENATE

FEBRUARY 10, 1915

From the Journal of the Senate, p. 343

February 10, 1915.

To the Senate of the Forty-eighth General Assembly of the State of Missouri:

I have the honor to advise that I have this day, by and with the advice and consent of the Senate, appointed the following members of the Board of Managers of State Hospital No. 2 at St. Joseph:

E. M. Lindsay of St. Joseph, Mo., for a term ending February 1, 1919, vice himself, term expired.

E. S. Villmoare of Kansas City, Mo., to hold for a term ending February 1, 1919, vice John E. Frost, term expired.

Respectfully,

ELLIOTT W. MAJOR,

Governor.

TO THE SENATE

FEBRUARY 10, 1915

From the Journal of the Senate, p. 343

February 10, 1915.

To the Senate of the Forty-eighth General Assembly of the State of Missouri:

I have the honor to advise that I have this day, by and with the advice and consent of the Senate, appointed the following members of the Board of Managers for the Confederate Soldiers' Home of Higginsville, Mo.:

J. Wm. Towson of Shelbina, Mo., to hold for a term ending February 1, 1919, vice P. H. Franklin, term expired.

B. F. Murdock of Platte City, Mo., to hold for a term ending February 1, 1919, vice himself, term expired.

Respectfully,

ELLIOTT W. MAJOR,

Governor.

TO THE SENATE

FEBRUARY 10, 1915

From the Journal of the Senate, p. 343

February 10, 1915.

To the Senate of the Forty-eighth General Assembly of the State of Missouri:

I have the honor to advise that I have this day, by and with the advice and consent of the Senate, appointed the

following members of the Board of Regents for Lincoln Institute:

Thos. Speed Mosby of Jefferson City, Mo., to hold for a term ending January 1, 1921, vice himself, term expired.

W. F. Chamberlain of Hannibal, Mo., to hold for a term ending January 1, 1921, vice himself, term expired.

Respectfully,

ELLIOTT W. MAJOR,

Governor.

TO THE SENATE

FEBRUARY 11, 1915

From the Journal of the Senate, pp. 337-340

February 11, 1915.

To the Senate of the Forty-eighth General Assembly:

I have the honor to advise that I have, by and with the advice and consent of the Senate, made the recess appointments as shown by the list hereto attached, which I herewith submit for your consideration.

Respectfully,

ELLIOTT W. MAJOR,

Governor.

RECESS APPOINTMENTS, 1913-1914.

May 23, 1913—Rev. James N. Crutcher, Neosho, as a member of the State Board of Charities and Corrections, for a term ending January 1, 1917, vice Rabbi Louis Bernstein.

May 23, 1913—James F. Conran, St. Louis, as a member of the State Board of Charities and Corrections, for a term ending January 1, 1919, vice Dr. P. E. Williams.

May 23, 1913—Mrs. James Watson, Dearborn, as a member of the State Board of Charities and Corrections,

for a term ending January 1, 1919, vice Mrs. Walter McNab Miller.

January 6, 1914—Mrs. W. J. Smith, Eolia, as a member of the Board of Managers of the Colony for the Feeble-minded and Epileptic, for a term ending August 21, 1917, vice Alice Welborn.

January 6, 1914—Mrs W. W. Graves, Jefferson City, as a member of the Board of Managers of the Colony for Feeble-minded and Epileptic, for a term ending August 21, 1915, vice Katherine Gordon.

January 6, 1914—S. P. Houston, Malta Bend, as a member of the Board of Managers of the Colony for Feeble-minded and Epileptic, for a term ending August 21, 1915, vice himself.

January 6, 1914—A. D. Gresham, Platte City, as a member of the Board of Managers of the Colony for Feeble-minded and Epileptic, for a term ending August 21, 1917, vice Leonard D. Murrell.

January 6, 1914—R. M. Reynolds, Marshall, as a member of the Board of Managers of the Colony of Feeble-minded and Epileptic, for a term ending August 21, 1915, vice Dr. John R. Hall.

April 24, 1913—John Gentle, Vandalia, as a member of the Board of Managers of the Missouri School for the Deaf, for a term ending February 1, 1917, vice J. J. Newcomb.

April 24, 1913—Mark C. Hawkins, Monroe City, as a member of the Board of Managers of the Missouri School for the Deaf, for a term ending February 1, 1917, vice F. W. Neidermeyer.

April 24, 1913—D. A. Sharp, Liberty, as a member of the Board of Managers of the Missouri School for the Deaf, for a term ending February 1, 1917, vice E. M. Taubman.

June 23, 1913—Joseph A. Wright, St. Louis, as a member of the Board of Election Commissioners of St. Louis city, for a term ending January 15, 1917, vice himself.

June 24, 1913—Clarence L. Shotwell, Ballwin, Excise Commissioner, St. Louis county, to hold during the pleasure of the Governor.

June 24, 1913—Robert J. Fine, Webster Groves, Excise Commissioner, St. Louis county, to hold during the pleasure of the Governor.

April 15, 1913—James T. Bradshaw, Kansas City, as State Warehouse Commissioner, for a term ending April 15, 1919.

April 15, 1913—John M. Atkinson, Doniphan, as chairman of the Public Service Commission, for a term ending April 15, 1919.

April 15, 1913—Howard B. Shaw, Columbia, as a member of the Public Service Commission, for a term ending April 15, 1917.

April 15, 1913—John Kennish, Kansas City, as a member of the Public Service Commission, for a term ending April 15, 1917.

April 15, 1913—Frank Wightman, Monett, as a member of the Public Service Commission, for a term ending April 15, 1915.

November 18, 1914—Edwin J. Bean, DeSoto, as a member of the Public Service Commission, for a term ending April 15, 1919.

April 24, 1913—R. C. Carpenter, St. James, as a member of the Board of Managers of the Federal Soldiers Home, for a term ending February 1, 1917, vice Henry Fairback.

April 24, 1913—H. E. Warren, Richland, as a member of the Board of Managers of the Federal Soldiers' Home, for a term ending February 1, 1917, vice Louis Benecke.

April 24, 1913—J. R. Ferguson, Springfield, as a member of the Board of Managers of the Federal Soldiers' Home, for a term ending February 1, 1917, vice himself.

May 21, 1913—Frank W. Buffum, Louisiana, State Highway Commissioner, for a term ending May 20, 1917

May 23, 1913— T. J. Hoge, Chillicothe, as a member of the Board of Managers of the State Industrial Home for Girls, for a term ending February 1, 1917, vice A. M. Shelton.

May 23, 1913—Frank Ashby, Chillicothe, as a member of the Board of Managers of the State Industrial Home for

Girls, for a term ending February 1, 1917, vice Frank B. Klepper.

September 2, 1913—John J. Schneider, Springfield, as Chief Commissioner of the State Board of Immigration, for a term ending August 16, 1917, vice himself.

September 2, 1913—Charles D. Goodrum, Lamar, as a member of the Board of Immigration, for a term ending August 16, 1917, vice William J. Morsey.

September 2, 1913—Benjamin A. Neal, Greenfield, as a member of the Board of Immigration, for a term ending August 16, 1917, vice C. Hanson.

December 8, 1913—Sam C. Hoover, Marshfield, as a member of the Board of Trustees of the Fruit Experiment Station, for a term ending November 16, 1917, vice J. W. Tippen.

December 8, 1913—Frank E. Scotten, Bolivar, as a member of the Board of Trustees of the Fruit Experiment Station, for a term ending November 15, 1919, vice Charles Harkins.

May 23, 1913—Elias Gatch, St. Louis, as a member of the Board of Managers of the Bureau of Geology and Mines, for a term ending May 22, 1917, vice himself.

May 23, 1913—Major Clark Craycroft, Joplin, as a member of the Board of Managers of the Bureau of Geology and Mines, for a term ending May 22, 1917, vice John H. Bovard.

May 23, 1913—Edward M. Shepherd, Springfield, as a member of the Board of Managers of the Bureau of Geology and Mines, for a term ending May 22, 1917, vice S. D. Mitchell.

May 23, 1913—Phillip N. Moore, St. Louis, as a member of the Board of Managers of the Bureau of Geology and Mines, for a term ending May 22, 1917, vice himself.

April 24, 1913—Dr. F. H. Matthews, Liberty, as a member of the State Board of Health for a term ending April 18, 1917, vice Dr. Ernest F. Robinson.

April 24, 1913—Dr. J. A. B. Adcock, Warrensburg, as a member of the State Board of Health, for a term ending April 18, 1917, vice Dr. Frank Fuson.

April 24, 1913—Dr. R. L. Wills, Neosho, as a member of the State Board of Health, for a term ending April 18, 1917, vice Dr. Frank B. Hiller.

April 24, 1913—Dr. G. O. Cuppaidge, Moberly, as a member of the State Board of Health, for a term ending April 18, 1917, vice Dr. L. E. Bunte.

July 14, 1914—Dr. T. H. Wilcoxen, Bowling Green, as a member of the State Board of Health, for a term ending July 1, 1918, vice himself.

August 1, 1914—Dr. T. A. Son, Bonne Terre, as a member of the State Board of Health, for a term ending July 1, 1918, vice Dr. G. B. Schulz.

August 1, 1914—Dr. Mayo Ray Hughes, St. Louis, as a member of the State Board of Health, for a term ending July 1, 1918, vice Dr. I. W. Upshaw.

June 13, 1914—Dr. H. G. Savage, Warsaw, as a member of the Board of Managers, Hospital for the Insane No. 3, for a term ending February 1, 1917, vice J. C. Nunn.

May 5, 1913—Samuel J. McMinn, Marble Hill, as a member of the Board of Managers, Hospital for the Insane No. 4, for a term ending April 28, 1917, vice H. D. Evans.

May 5, 1913—Dr. T. F. Frazer, Commerce, as a member of the Board of Managers, Hospital for the Insane No. 4, for a term ending April 28, 1917, vice B. B. Cahoon, Sr.

May 5, 1913—Charles Pratt, Flat River, as a member of the Board of Managers, Hospital for the Insane No. 4, for a term ending April 28, 1917, vice Green B. Greer.

May 23, 1914—C. C. Butler, St. Louis, as a member of the Board of Regents, Lincoln Institute, for a term ending January 1, 1917, vice John Sullivan.

January 16, 1914—Thomas S. Maffitt, St. Louis, as a member of the Board of Police Commissioners of St. Louis city, for a term ending January 1, 1918, vice himself.

May 23, 1913—Dr. U. G. Crandall, St. Joseph, as a member of the Board of Police Commissioners of St. Joseph, for a term ending April 20, 1915, vice John D. McNeeley.

June 16, 1914—Joseph I. McDonald, St. Joseph, as a member of the Board of Police Commissioners of St. Joseph, for a term ending April 28, 1917, vice himself.

May 23, 1913—Henry Vogelman, St. Joseph, as a member of the Board of Police Commissioners of St. Joseph, for a term ending April 28, 1917, vice Carl Weigel.

June 4, 1913—Roy L. Kay, California, as a member of the Board of Managers of the Missouri Training School for Boys, for a term ending February 1, 1917, vice I. N. Everard.

June 4, 1913—Ben E. Hulse, Hannibal, as a member of the Board of Managers of the Missouri Training School for Boys, for a term ending February 1, 1917, vice E. A. Crewson.

June 20, 1913—Phillip R. Toll, Kansas City, as a member of the Board of Mediation and Arbitration, for a term ending May 1,1915, vice Cuthbert Childs.

July 15, 1913—J. C. Bassford, Mexico, as a member of the Board of Mediation and Arbitration, for a term ending May 1, 1916, vice H. J. Simmons.

April 3, 1914—Cecil Dysart, Moberly, as a member of the Board of Mediation and Arbitration, for a term ending May 1, 1917, vice himself.

May 8, 1913—G. M. Foster, Warrensburg, as a member of the Board of Regents, Normal School No. 2 at Warrensburg, for a term ending January 1, 1917, vice C. J. Jobes.

May 23, 1914—N. M. Bradley, Warrensburg, as a member of the Board of Regents, Normal School No. 2 at Warrensburg, for a term ending January 1, 1917, vice T. W. Silvers.

May 23, 1913—E. G. Cox, Craig, as a member of the State Board of Pharmacy, for a term ending August 16, 1917, vice Ralph L. Wardin.

May 23, 1913—Charles Gietner, St. Louis, as a member of the State Board of Pharmacy, for a term ending July 2, 1916, vice himself.

December 8, 1913—R. A. Doyle, East Prairie, as a member of the State Board of Pharmacy, for a term ending August 16, 1918, vice William Mittelbach.

January 16, 1914—John J. Sheahan, St. Louis, as a member of the Board of Police Commissioners of St. Louis city, for a term ending January 1, 1918, vice himself.

August 12, 1914—John P. Campbell, Doniphan, as a member of the Board of Managers of the Missouri Training School for Boys, for a term ending February 1, 1917, vice Fred A. Morris.

June 19, 1913—Morris G. Gordon, Jefferson City, as supervisor of the Building and Loan Bureau, for a term ending June 20, 1917, vice Sherman T. Gresham.

May 13, 1913—John T. Fitzpatrick, Kansas City, as Commissioner of Labor Statistics Bureau, for a term ending June 14, 1915, vice Austin W. Biggs.

April 14, 1913—Dr. Geo. L. McCutcheon, Canton, as physician of the Penitentiary, for a term ending the third Monday in January, 1917, vice Dr. S. A. Newman.

August 16, 1913—John A. Knott, Hannibal, as Inspector of Petroleum Oils, for a term ending August 16, 1917, vice himself.

April 24, 1913—Dr. J. H. Buford, Ellington, as Commissioner for State Sanatorium for Treatment of Pulmonary Tuberculosis, for a term ending April 12, 1917, vice Dr. E. W. Schauffler.

April 24, 1913—Dr. C. T. Dusenberry, Monett, as Commissioner for State Sanatorium for Treatment of Pulmonary Tuberculosis, for a term ending April 12, 1917, vice M. L. Coleman.

April 24, 1913—Dr. J. L. Eaton, Bismarck, as Commissioner for State Sanatorium for Treatment of Pulmonary Tuberculosis, for a term ending April 12, 1917, vice Walter McNab Miller.

April 24, 1913—S. H. Minor, Aurora, as Commissioner for State Sanatorium for Treatment of Pulmonary Tuberculosis, for a term ending April 12, 1917, vice Wm. Porter.

April 24, 1913—Dr. E. W. Schauffler, Kansas City, as Commissioner for State Sanatorium for Treatment of Pulmonary Tuberculosis, for a term ending April 12, 1917, vice Geo. A. McCanse.

May 12, 1913—T. D. Parr, Hamilton, as a member of the Board of Regents of Normal School No. 5, for a term ending January 1, 1919, vice W. H. Haynes.

March 30, 1914—Dr. J. B. Norman, as a member of the Board of Managers of the State Industrial Home for Negro Girls, for a term ending August 16, 1916.

March 30, 1914—Mrs. W. J. Fulks, California, as a member of the Board of Managers of the State Industrial Home for Negro Girls, for a term ending August 16, 1915.

March 30, 1914—Robert S. Lamar, Fulton, as a member of the Board of Managers of the State Industrial Home for Negro Girls, for a term ending August 16, 1916.

March 30, 1914—William H. Tegethoff, Clayton, as a member of the Board of Managers of the State Industrial Home for Negro Girls, for a term ending August 16, 1916.

March 30, 1914—Jeanette McConachie, Troy, as a member of the Board of Managers of the State Industrial Home for Negro Girls, for a term ending August 16, 1915.

TO THE SENATE AND THE HOUSE OF REPRESENTATIVES

MARCH 8, 1915

From the Journal of the Senate, p. 631

CITY OF JEFFERSON, March 8, 1915.

To the Senate and House of Representatives of the Forty-eighth General Assembly:

By reason of the destruction by fire on Saturday morning, March 6, 1915, of all the buildings of the Warrensburg Normal School, with the exception of the gymnasium and

power house, it is necessary that I send to you this special message calling your attention to this fact in an official way.

I recommend that you appropriate money for the maintenance and support of the same as if the buildings had not been destroyed, to the end the school may be continued at Warrensburg without any break, as suitable rooms have been provided for that purpose and the school is proceeding this morning with an increased attendance. There are more than seven hundred students attending at this time, and something like two thousand two hundred registered during last year. This is the largest normal school in the State, and one of the largest in the United States.

I would further recommend that the Legislature appropriate money to begin the erection of new buildings, looking to the final reconstruction of all buildings. The educational interests of the State are of first importance, and this matter should have prompt attention at your hands, as no doubt it will. You have plenty of time to dispose of this and all other matters of importance, including constructive and progressive legislation now before you. You have labored diligently in the consideration of measures, and the final hours of your legislative toil are the hours which will bear the fruit of your earlier labors, and that fruitage no doubt will be good and will meet with the approval of the people of the commonwealth.

Respectfully,
ELLIOTT W. MAJOR,
Governor.

TO THE SENATE

MARCH 18, 1915

From the Journal of the Senate, p. 957

March 18, 1915.

To the Senate of the Forty-eighth General Assembly of the State of Missouri:

I have the honor to advise that I have this day, by and with the advice and consent of the Senate, appointed the

following members on the board of Curators of the University of Missouri:

Hon. David R. Francis of St. Louis, Mo., to hold for a term of six years ending January 1, 1921, vice himself, term expired.

Hon. H. B. McDaniel of Springfield, Mo., to hold for a term of six years ending January 1, 1921, vice Hon. C. E. Yeater, term expired.

Hon. John Bradley of Kennett, Mo., to hold for a term of six years ending January 1, 1921, vice Hon. Thomas J. Wornall, term expired.

Respectfully,
ELLIOTT W. MAJOR,
Governor.

TO THE SENATE

MARCH 19, 1915

From the Journal of the Senate, p. 987

March 19, 1915.

To the Senate of the Forty-eighth General Assembly of the State of Missouri:

I have the honor to advise that I have this day, by and with the advice and consent of the Senate, appointed the following members on the Board of Regents for the Normal School, District No. 1, Kirksville, Mo.:

Hon. Harry M. Still of Kirksville, to hold for a term of six years ending January 1, 1921, vice John C. McKinley, term expired.

Hon. Allen Ralston of Queen City, Mo., to hold for a term of six years ending January 1, 1921, vice E. C. Grim, term expired.

Respectfully,
ELLIOTT W. MAJOR,
Governor.

TO THE SENATE

MARCH 19, 1915

From the Journal of the Senate, p. 987

March 19, 1915.

To the Senate of the Forty-eighth General Assembly of the State of Missouri:

I have the honor to advise that I have this day, by and with the advice and consent of the Senate, appointed Hon. Moses Whybark of Cape Girardeau, Mo., as a member of the Board of Regents for the Normal School, District No. 3, to hold for a term ending January 1, 1921, vice himself, term expired.

Respectfully,
ELLIOTT W. MAJOR,
Governor.

TO THE SENATE

MARCH 20, 1915

From the Journal of the Senate, p. 1057

March 20, 1915.

To the Senate of the Forty-eighth General Assembly of Missouri:

I have the honor to advise that on May 22, 1913, by and with the advice and consent of the Senate, I duly appointed A. Sidney Johnston of St. Louis, Mo., to the office of Factory Inspector of the State of Missouri, to hold for a term of four years ending May 13, 1917, vice W. W. Williams, term expired.

Respectfully,
ELLIOTT W, MAJOR,
Governor.

TO THE SENATE

JANUARY 4, 1917

From the Journal of the Senate, p. 10

CITY OF JEFFERSON, January 4, 1917.

To the Senate of the Forty-ninth General Assembly of the State of Missouri:

I have the honor to advise that on December 14, 1916, by and with the advice and consent of the Senate, I appointed Hon. Thomas L. Anderson, St. Louis, Missouri, as Election Commissioner, St. Louis, Missouri, for the unexpired term ending January 15, 1917, and until his successor is commisssioned and qualified, vice Sidney S. May, resigned.

Respectfully,

ELLIOTT W. MAJOR,

Governor.

TO THE SENATE

JANUARY 4, 1917

From the Journal of the Senate, p. 10

CITY OF JEFFERSON, January 4, 1917.

To the Senate of the Forty-ninth General Assembly of the State of Missouri:

I have the honor to advise that, by and with the advice and consent of the Senate, I appointed the following as members of the Board of Police Commissioners of St. Louis:

June 28, 1916, Walter D, Thompson, for a term ending January 1, 1917, vice Charles P. Williams, resigned.

August 25, 1916, M. H. C. Arendes, for a term ending January 1, 1918, vice Thos. S. Maffitt, resigned.

September 5, 1916, Henry C. Ostertag for a term ending January 1, 1917, vice Samuel McPheeters, retired by Acting Governor Painter.

Respectfully,
ELLIOTT W. MAJOR,
Governor.

TO THE SENATE

JANUARY 4, 1917

From the Journal of the Senate, p. 10

CITY OF JEFFERSON, January 4, 1917.

To the Senate of the Forty-ninth General Assembly of the State of Missouri:

I have the honor to advise that on January 3, 1917, by and with the advice and consent of the Senate, I appointed Dr. G. E. Muns of Montgomery City, Missouri, as a member of the Board of Curators of the University of Missouri, for a term ending January 1, 1923, vice Dr. J. C. Parrish, term expired.

Respectfully,
ELLIOTT W. MAJOR,
Governor.

TO THE SENATE

JANUARY 4, 1917

From the Journal of the Senate, p. 11

CITY OF JEFFERSON, January 4, 1917.

To the Senate of the Forty-ninth General Assembly of the State of Missouri:

I have the honor to advise that on December 18, 1915, by and with the advice and consent of the Senate, I appointed

J. P. Clark, Perryville, Missouri, as a member of the Board of Regents of Normal School No. 3, for a term ending January 1, 1921, vice Hine C. Schult.

Respectfully,
ELLIOTT W. MAJOR,
Governor.

TO THE SENATE

JANUARY 4, 1917

From the Journal of the Senate, p. 11

CITY OF JEFFERSON, January 4, 1917.

To the Senate of the Forty-ninth General Assembly of the State of Missouri:

I have the honor to advise that on June 7, 1915, by and with the advice and consent of the Senate, I appointed Mr. W. L. P. Burney, Harrisonville, Missouri, as a member of the Board of Regents of Normal School No. 2, for a term ending January 1, 1919, vice J. T. Murphy, resigned.

Respectfully,
ELLIOTT W. MAJOR,
Governor.

TO THE SENATE

JANUARY 4, 1917

From the Journal of the Senate, p. 11

CITY OF JEFFERSON, January 4, 1917.

To the Senate of the Forty-ninth General Assembly of the State of Missouri:

I have the honor to advise that on the 11th day of April, 1916, I appointed Hon. William G. Busby of Carrollton,

Missouri, as a member and Chairman of the Public Service Commission to fill the vacancy caused by the resignation of Hon. John M. Atkinson, to hold for the unexpired term ending on the 15th day of April, 1919.

I would respectfully direct attention to the fact that section 4 of article I of the Public Service Commission Act, passed and approved March 17, 1913, relative to the filling of vacancies on said Commission, does not appear to require confirmation of appointments for unexpired terms to fill vacancies, but, in order to avoid all doubt, the appointment of Senator Busby is submitted and confirmation respectfully requested.

Respectfully,
ELLIOTT W. MAJOR,
Governor.

TO THE SENATE

JANUARY 4, 1917

From the Journal of the Senate, p. 11

CITY OF JEFFERSON, January 4, 1917.

To the Senate of the Forty-ninth General Assembly of the State of Missouri:

I have the honor to advise that on September 11, 1915, by and with the advice and consent of the Senate, I appointed Hon. Walter K. Chorn, Fayette, Missouri, as Superintendent of Insurance, for a term ending July 1, 1917, vice Charles G. Revelle, resigned.

Respectfully,
ELLIOTT W. MAJOR,
Governor.

TO THE SENATE

JANUARY 4, 1917

From the Journal of the Senate, p. 11

CITY OF JEFFERSON, January 4, 1917.

To the Senate of the Forty-ninth General Assembly of the State of Missouri:

I have the honor to advise that on December 26, 1916, by and with the advice and consent of the Senate, I appointed Hon. William H. Lewis, Flat River, Missouri, as Labor Commissioner for a term ending June 14, 1919, vice John T. Fitzpatrick, term expired.

Respectfully,
ELLIOTT W. MAJOR,
Governor.

TO THE SENATE

JANUARY 4, 1917

From the Journal of the Senate, pp. 11-12

CITY OF JEFFERSON, January 4, 1917.

To the Senate of the Forty-ninth General Assembly of the State of Missouri:

I have the honor to advise that on April 24, 1915, by and with the advice and consent of the Senate, I appointed Hon. Eugene McQuillin, St. Louis, Missouri, as a member of the Public Service Commission, for a term ending April 15, 1921, vice Frank A. Wightman, term expired.

Respectfully,
ELLIOTT W. MAJOR,
Governor.

TO THE SENATE

JANUARY 4, 1917

From the Journal of the Senate, p. 12

CITY OF JEFFERSON, January 4, 1917.

To the Senate of the Forty-ninth General Assembly of the State of Missouri:

I have the honor to advise that on December 21, 1916, by and with the advice and consent of the Senate, I appointed Hon. Morris G. Gordon, Jefferson City, Missouri, as Supervisor of Building and Loan Asssociations, for a term ending March 24, 1919, vice himself, term expired.

Respectfully,

ELLIOTT W. MAJOR,

Governor.

TO THE SENATE

JANUARY 4, 1917

From the Journal of the Senate, p. 12

CITY OF JEFFERSON, January 4, 1917.

To the Senate of the Forty-ninth General Assembly of the State of Missouri:

I have the honor to advise that on January 6, 1916, by and with the advice and consent of the Senate, I appointed Hon. R. B. Denny, as Excise Commissioner of St. Louis County, vice Harry M. Duck, resigned.

Respectfully,

ELLIOTT W. MAJOR,

Governor.

TO THE SENATE

JANUARY 4, 1917

From the Journal of the Senate, p. 12

CITY OF JEFFERSON, January 4, 1917.

To the Senate of the Forty-ninth General Assembly of the State of Missouri:

I have the honor to advise that on March 26, 1915, by and with the advice and consent of the Senate, I appointed Hon. Horace S. Rumsey, St. Louis, Mo., as Excise Commissioner of St. Louis, vice Thomas L. Anderson, resigned.

Respectfully,
ELLIOTT W. MAJOR,
Governor.

TO THE SENATE

JANUARY 4, 1917

From the Journal of the Senate, p. 12

CITY OF JEFFERSON, January 4, 1917.

To the Senate of the Forty-ninth General Assembly of the State of Missouri:

I have the honor to advise that on September 3, 1916, by and with the advice and consent of the Senate, I appointed Hon. T. Speed Mosby, Jefferson City, Missouri, as Beer Inspector, for a term ending August 31, 1919, vice himself, term expired.

Respectfully,
ELLIOTT W. MAJOR,
Governor.

TO THE SENATE

JANUARY 4, 1917

From the Journal of the Senate, p. 12

CITY OF JEFFERSON, January 4, 1917.

To the Senate of the Forty-ninth General Assembly of the State of Missouri:

I have the honor to advise that, by and with the advice and consent of the Senate, I appointed the following as members of the Board of Managers of the Industrial Home for Negro Girls:

September 3, 1915, Mrs. W. J. Fulks, California, Missouri, for a term ending August 16, 1918, vice herself.

September 3, 1915, Jeanette McConachie, Troy, Missouri, for a term ending August 16, 1918, vice herself.

September 22, 1916, Dr. J. B. Norman, Tipton, Missouri, for a term ending August 16, 1919, vice himslf, term expired.

September 22, 1916, R. S. Lamar, Fulton, Missouri, for a term ending August 16, 1919, vice himself, term expired.

September 22, 1916, William H. Tegethoff, Clayton, Missouri, for a term ending August 16, 1919, vice himself, term expired.

Respectfully,
ELLIOTT W. MAJOR,
Governor.

TO THE SENATE

JANUARY 4, 1917

From the Journal of the Senate, p. 13

CITY OF JEFFERSON, January 4, 1917.

To the Senate of the Forty-ninth General Assembly of the State of Missouri:

I have the honor to advise that on December 21, 1916, by and with the advice and consent of the Senate, I appointed

Hon. W. S. Stephens, Boonville, Missouri, as a member of the Board of Managers, Missouri Reformatory, for a term ending February 1, 1919, vice W. M. Williams, deceased.

Respectfully,

ELLIOTT W. MAJOR,

Governor.

TO THE SENATE

JANUARY 4, 1917

From the Journal of the Senate, p. 13

CITY OF JEFFERSON, January 4, 1917.

To the Senate of the Forty-ninth General Assembly of the State of Missouri:

I have the honor to advise that on the 3d day of September, 1915, by and with the advice and consent of the Senate, I appointed the following as members of the Board of Managers of the Colony for Feeble-Minded and Epileptic to serve for a term ending August 21, 1919:

Hon. R. M. Reynolds, Marshall, Missouri;

Mrs. W. W. Graves, Jefferson City, Missouri;

Hon. S. P. Houston, Malta Bend, Missouri.

Respectfully,

ELLIOTT W. MAJOR,

Governor.

TO THE SENATE

JANUARY 4, 1917

From the Journal of the Senate, p. 13

CITY OF JEFFERSON, January 4, 1917.

To the Senate of the Forty-ninth General Assembly of the State of Missouri:

I have the honor to advise that on July 1, 1916, by and with the advice and consent of the Senate, I appointed Hon.

David A. Murphy, as a member of the Board of the Police Commissioners of Kansas City, Missouri, for a term ending March 9, 1917, vice J. S. Lapsley, resigned.

Respectfully,

ELLIOTT W. MAJOR,

Governor.

TO THE SENATE

JANUARY 4, 1917

From the Journal of the Senate, p. 13

CITY OF JEFFERSON, January 4, 1917.

To the Senate of the Forty-ninth General Assembly of the State of Missouri:

I have the honor to advise that on the 18th day of August, 1916, in my absence from the State, Lieutenant Governor W. R. Painter, as Acting Governor, appointed the following members of the Board of Police Commissioners of the City of St. Joseph:

Hon. James L. Davison of St. Joseph, for a term ending April 28, 1917, vice Dr. U. G. Crandall, removed by the Acting Governor.

Hon. W. F. Davis of St. Joseph, for a term ending April 28, 1917, vice Joseph I. McDonald, removed by the Acting Governor.

Hon. Jas. E. Cox. of St. Joseph, Missouri, for a term ending April 28, 1917, vice Henry Vogelman, term expired.

Respectfully,

ELLIOTT W. MAJOR,

Governor.

TO THE SENATE

JANUARY 4, 1917

From the Journal of the Senate, p. 13

CITY OF JEFFERSON, January 4, 1917.

To the Senate of the Forty-ninth General Assembly of the State of Missouri:

I have the honor to advise that on December 5, 1916, by and with the advice and consent of the Senate, I appointed Hon. John F. Lumpkin, as a member of the Board of Police Commissioners of Kansas City, for a term ending March 9, 1917, vice Fred. A. Lamb, relieved.

Respectfully,

ELLIOTT W. MAJOR,

Governor.

TO THE SENATE

JANUARY 4, 1917

From the Journal of the Senate, p. 14

CITY OF JEFFERSON, January 4, 1917.

To the Senate of the Forty-ninth General Assembly of the State of Missouri:

I have the honor to advise that on May 12, 1916, by and with the advice and consent of the Senate, I appointed Mr. F. M. Russell, Conway, Missouri, as a member of the Board of Managers of Hospital for Insane, No. 3, for term ending February 1, 1919, vice M. S. Brady, resigned.

Respectfully,

ELLIOTT W. MAJOR,

Governor.

TO THE SENATE

JANUARY 4, 1917

From the Journal of the Senate, p. 14

CITY OF JEFFERSON, January 4, 1917.

To the Senate of the Forty-ninth General Assembly of the State of Missouri:

I have the honor to advise that, by and with the advice and consent or the Senate, I appointed the following as members of the Board of Managers of the Federal Soldier's Home, to serve for a term ending February 1, 1919:

May 20, 1915, William V. Farris, Lebanon, Missouri, vice J. W. Farris deceased.

June 30, 1916, Tim Birmingham, St. James, Missouri, vice Thos. B. Rodgers deceased.

Respectfully,

ELLIOTT W. MAJOR,

Governor.

TO THE SENATE

JANUARY 4, 1917

From the Journal of the Senate, p. 14

CITY OF JEFFERSON, January 4, 1917.

To the Senate of the Forty-ninth General Assembly of the State of Missouri:

I have the honor to advise that, by and with the advice and consent of the Senate, I have appointed the following as members of the Board of Pharmacy:

June 7, 1915, Paul L. Hess, Kansas City, for a term ending August 16, 1919, vice Charles E. Zinn, term expired.

June 27, 1916, Charles Gietner, St. Louis, Missouri, for a term ending July 2, 1921, vice himself, term expired.

Respectfully,

ELLIOTT W. MAJOR,

Governor.

TO THE SENATE

JANUARY 4, 1917

From the Journal of the Senate, p. 14

CITY OF JEFFERSON, January 4, 1917.

To the Senate of the Forty-ninth General Assembly of the State of Missouri:

I have the honor to advise that, by and with the advice and consent of the Senate, I appointed the following as members of the Missouri Commission for the Blind:

November 20, 1915, J. D. P. Francis, St. Louis, Missouri, for a term ending January 1, 1919.

November 30, 1915, John R. Lyell, Shelbina, Missouri, for a term ending January 1. 1919.

September 18, 1916, Jacob Lampert, St. Louis, Missouri, for a term ending January 1, 1919.

January 2, 1917, J. C. Jones, St. Louis, Missouri, for a term of four years ending January 1, 1921.

January 2, 1917, Adolph Michaels, St. Louis, Missouri, for a term of four years ending January 1, 1921.

Respectfully,

ELLIOTT W. MAJOR,

Governor.

TO THE SENATE

JANUARY 4, 1917

From the Journal of the Senate, pp. 14-15

CITY OF JEFFERSON, January 4, 1917.

To the Senate of the Forty-ninth General Assembly of the State of Missouri:

I have the honor to advise that, by and with the advice and consent of the Senate, I appointed the following as members of the Board of Managers of Hospital for Insane No. 2.

November 8, 1915, Judge L. J. Eastin, St. Joseph, Missouri, for a term ending February 1, 1919, vice E. M. Lindsay, resigned.

December 24, 1915, L. L. Chappelle, Clarksdale, Missouri, for a term ending February 1, 1917, vice George B. Baker, resigned.

December 24, 1915, Nicholas C. Huffaker, St. Joseph, Missouri, for a term ending February 1, 1917, vice Frank Crowley, resigned.

May 25, 1916, Allen M. Thompson, Nashua, Missouri, for a term ending February 1, 1917, vice J. A. Postlewaite, resigned.

May 26, 1916, David T. Maddux, Richmond, Missouri, for a term ending Feburary 1, 1919, vice Ed. S. Villmoare, resigned.

Respectfully,
ELLIOTT W. MAJOR,
Governor.

TO THE SENATE

JANUARY 8, 1917

From the Journal of the Senate, pp. 17-18

CITY OF JEFFERSON, January 8, 1917.

To the Senate of the Forty-ninth General Assembly:

In compliance with the provisions of section 8, article 5, of the Constitution of Missouri, I have the honor to transmit to you (through the House of Representatives) a report of the reprieves, commutations and pardons granted by me during the last two years of my administration, 1915 and 1916.

Respectfully,
ELLIOTT W. MAJOR,
Governor.

TO THE SENATE

JANUARY 8, 1917

From the Journal of the Senate, p. 18

CITY OF JEFFERSON, January 8, 1917.

To the Senate of the Forty-ninth General Assembly of Missouri:

I have the honor to transmit to you, through the House of Representatives, the annual report of the Public Service Commission for eleven months ending November 30, 1916.

Respectfully submitted,

ELLIOTT W. MAJOR,

Governor.

MEMORANDA OF PROCLAMATIONS AND WRITS OF ELECTION

JANUARY 24, 1913

From the Register of Civil Proceedings, 1913-1916, p. 13

The Governor issued a Proclamation offering a reward of $200.00 for one Grant Holzer.

FEBRUARY 1, 1913

From the Register of Civil Proceedings, 1913-1916, p. 17

The Governor issued a Proclamation offering a reward of $300.00 for the unknown parties wrecking the house of Porter S. Potts.

FEBRUARY 24, 1913

From the Register of Civil Proceedings, 1913-1916, p. 25

The Governor issued a Proclamation setting apart the the First Friday after the First Tuesday as Arbor Day.

MARCH 28, 1913

From the Register of Civil Proceedings, 1913-1916, p. 37

The Governor issued a Proclamation for the Relief of the Flood, Cyclone and Storm sufferers in Nebraska, Ohio, and Indiana.

MAY 5, 1913

From the Register of Civil Proceedings, 1913-1916, p. 50

The Governor issued a proclamation offering a reward of $100.00 for one James Long.

MAY 13, 1913

From the Register of Civil Proceedings, 1913-1916, p. 54

The Governor issued a proclamation offering a Reward of $200.00 for the unknown murderer of Wm. F. Steele.

JUNE 4, 1913

From the Register of Civil Proceedings, 1913-1916, p. 62

The Governor issued a Proclamation setting aside June 14th as Flag Day.

JUNE 17, 1913

From the Register of Civil Proceedings, 1913-1916, p. 67

The Governor issued a Proclamation offering a Reward of $300.00 for the unknown murderer of Emit Loessner.

JULY 10, 1913

From the Register of Civil Proceedings, 1913-1916, p. 75

The Governor issued a Proclamation offering a reward of $300.00 for Everett Byland.

JULY 17, 1913

From the Register of Civil Proceedings, 1913-1916, p. 77

The Governor issued a Proclamation offering a Reward of $100.00 for Harry Warwick "Col."

JULY 21, 1913

From the Register of Civil Proceedings, 1913-1916, p. 79

The Governor issued a Proclamation setting aside August 20th and 21st as Good Roads Day.

JULY 21, 1913

From the Register of Civil Proceedings, 1913-1916, p. 79

The Governor issued a Proclamation offering a Reward of $100.00 for the parties Burning the Barn of Geo. H. Helton of Barry County.

JULY 29, 1913

From the Register of Civil Proceedings, 1913-1916, p. 81

The Governor issued a proclamation offering a reward of $200.00 for the capture of Ed. Wilson "Col".

AUGUST 13, 1913

From the Register of Civil Proceedings, 1913-1916, p. 87

The Governor offered a Reward of $300.00 for the unknown murderer of Estelle Potter.

AUGUST 13, 1913

From the Register of Civil Proceedings, 1913-1916, p. 87

The Governor offered a Reward of $100.00 for James Lawrence for the murder of Fred Pullen.

SEPTEMBER 5, 1913

From the Register of Civil Proceedings, 1913-1916, p. 94

The Governor issued a Proclamation offering a Reward of $200.00 for J. C. Hammons.

SEPTEMBER 8, 1913

From the Register of Civil Proceedings, 1913-1916, p. 95

The Governor issued a Proclamation offering a Reward of $300.00 for Robert Rogers.

SEPTEMBER 18, 1913

From the Register of Civil Proceedings, 1913-1916, p. 99

The Governor issued a Proclamation offering a Reward of $100.00 for one W. O. Curtice.

SEPTEMBER 19, 1913

From the Register of Civil Proceedings, 1913-1916, p. 99

The Acting Governor issued a Proclamation setting aside October 9th 1913 as fire prevention day.

OCTOBER 2, 1913

From the Register of Civil Proceedings, 1913-1916, p. 103

The Governor issued a Proclamation offering a Reward of $200.00 for one Joseph Fricina.

OCTOBER 9, 1913

From the Register of Civil Proceedings, 1913-1916, p. 106

The Governor issued a Quarantine Proclamation.

NOVEMBER 8, 1913

From the Register of Civil Proceedings, 1913-1916, p. 115

The Governor issued a Proclamation setting aside Thursday Nov. 27th as Thanksgiving Day.

NOVEMBER 15, 1913

From the Register of Civil Proceedings, 1913-1916, p. 119

The Acting Governor issued a Proclamation offering a Reward of $300.00 for the unknown murderer of Adrian A. Begoni.

NOVEMBER 17, 1913

From the Register of Civil Proceedings, 1913-1916, p. 119

The acting Governor issued a Proclamation offering a Reward of $300.00 for the capture of one Jesse Ray.

NOVEMBER 29, 1913

From the Register of Civil Proceedings, 1913-1916, p. 122

The Governor issued a Proclamation offering a Reward of $200.00 for the unknown murderer of Constable Queen of Bates County, on Nov. 23rd 1913.

NOVEMBER 29, 1913

From the Register of Civil Proceedings, 1913-1916, p. 122

The Governor issued a Proclamation offering a Reward of $200.00 for the unknown car thieves who murdered officer Kroger of the Kansas City Police Force Nov. 22nd 1913.

JANUARY 2, 1914

From the Register of Civil Proceedings, 1913-1916, p. 133

The Governor issued a Proclamation offering Reward of $100.00 for one W. A. Wible.

FEBRUARY 10, 1914

From the Register of Civil Proceedings, 1913-1916, p. 151

The Governor issued a Proclamation setting aside the First Friday after the First Tuesday in April as Arbor Day.

FEBRUARY 24, 1914

From the Register of Civil Proceedings, 1913-1916, p. 155

The Governor issued a Proclamation offering a Reward of $100.00 for Amp. O. Thompson and James Taylor.

FEBRUARY 25, 1914

From the Register of Civil Proceedings, 1913-1916, p. 156

The Governor issued a Proclamation offering a Reward of $150.00 for one Willis Hood.

MARCH 14, 1914

From the Register of Civil Proceedings, 1913-1916, p. 164

The Governor issued a Proclamation Revoking the Cattle Quarantine issued August 19th 1912.

MARCH 25, 1914

From the Register of Civil Proceedings, 1913-1916, p. 168

The Governor issued a Proclamation offering a Reward of $100.00 for one Victor R. Roberts.

APRIL 20, 1914

From the Register of Civil Proceedings, 1913-1916, p. 178

The Governor issued a Proclamation offering a Reward of $100.00 for one Charles Gibbs.

APRIL 24, 1914

From the Register of Civil Proceedings, 1913-1916, p. 180

The Governor issued a Proclamation offering a Reward of $100.00 for one Grant Hosier.

MAY 27, 1914

From the Register of Civil Proceedings, 1913-1916, p. 192

The Acting Governor issued a Proclamation setting aside June 14, as Flag Day.

JUNE 16, 1914

From the Register of Civil Proceedings, 1913-1916, p. 199

The Governor issued a Proclamation calling for a special Election in the 3rd Senatorial Dist. Nov. 3rd 1914.

JUNE 16, 1914

From the Register of Civil Proceedings, 1913-1916, p. 199

The Governor issued a Proclamation relative to an act passed by Congress and approved by the President May 8th 1914 entitled an act to Provide for Cooperative Agricultural Extension work between the Agricultural Colleges in the several States.

JULY 2, 1914

From the Register of Civil Proceedings, 1913-1916, p. 203

The Governor Revoked the Proclamation issued on June 16th and issued a new one in lieu thereof Relating to an Act passed by Congress entitled An Act to provide for Co-operative Agricultural work between Agricultural Colleges.

JULY 10, 1914

From the Register of Civil Proceedings, 1913-1916, p. 207

The Governor issued a Proclamation offering a Reward of $300.00 for the unknown Robbers of the Katy Flyer, July 9, 1914.

JULY 17, 1914

From the Register of Civil Proceedings, 1913-1916, p. 210

The Governor issued a Proclamation offering a Reward of $100.00 for the unknown murderer of Charles Wallace.

JULY 18, 1914

From the Register of Civil Proceedings, 1913-1916, p. 210

The Governor issued a Proclamation setting aside August 18th and 19th as Good Road Days.

AUGUST 3, 1914

From the Register of Civil Proceedings, 1913-1916, p. 217

The Governor issued a Proclamation offering a Reward of $100.00 for Carl Wilson wanted in Knox County for Rape.

AUGUST 7, 1914

From the Register of Civil Proceedings, 1913-1916, p. 218

The Governor issued a Proclamation offering a Reward of $300.00 for the unknown parties attempting to destroy the City Jail at Jamestown, Moniteau County.

AUGUST 17, 1914

From the Register of Civil Proceedings, 1913-1916, p. 221

The Governor issued a Proclamation offering a Reward of $200.00 for Otis Shaver (Col.).

AUGUST 27, 1914

From the Register of Civil Proceedings, 1913-1916, p. 225

The Governor issued a Proclamation offering a Reward for Charles Alias Dutch Fromme and Gus Alias Red Koenig ($200.00).

SEPTEMBER 18, 1914

From the Register of Civil Proceedings, 1913-1916, p. 231

The Acting Governor issued a Proclamation offering a Reward of $100.00 for one E. E. Young.

SEPTEMBER 21, 1914

From the Register of Civil Proceedings, 1913-1916, p. 231

The Acting Governor issued a Proclamation offering a reward of $200.00 for one Charles Bloomfield.

OCTOBER 2, 1914

From the Register of Civil Proceedings, 1913-1916, p. 237

The Governor issued a Proclamation offering a Reward of $300.00 for one Robert Rogers.

OCTOBER 2, 1914

From the Register of Civil Proceedings, 1913-1916, p. 237

The Governor issued a Proclamation offering a Reward of $300.00 for one George Taylor.

OCTOBER 30, 1914

From the Register of Civil Proceedings, 1913-1916, p. 246

The Governor issued a Proclamation Calling a Special Election in the 3rd Senatorial Dist. Vice Francis Wilson (Resigned).

OCTOBER 30, 1914

From the Register of Civil Proceedings, 1913-1916, p. 246

The Governor issued a Proclamation offering a Reward of $100.00 for one James Long.

NOVEMBER 16, 1914

From the Register of Civil Proceedings, 1913-1916, p. 250

The Governor issued a Proclamation offering a Reward of $200.00 for one Joseph Fricina.

NOVEMBER 25, 1914

From the Register of Civil Proceedings, 1913-1916, p. 255

The Governor issued a Proclamation setting aside Wednesday December 9th 1914 as Charity Day.

DECEMBER 4, 1914

From the Register of Civil Proceedings, 1913-1916, p. 258

The Governor issued a Proclamation offering a Reward of $200.00 for the unknown parties for killing Mrs. Louisa Hagenbach.

DECEMBER 14, 1914

From the Register of Civil Proceedings, 1913-1916, p. 262

The Governor issued a Proclamation offering a Reward of $300.00 for one Jesse Ray.

JANUARY 20, 1915

From the Register of Civil Proceedings, 1913-1916, p. 279

The Governor issued a Proclamation calling a special Election for Representative 3rd Dist. City St. Louis.

JANUARY 20, 1915

From the Register of Civil Proceedings, 1913-1916, p. 279

The Governor issued a Proclamation offering a Reward of $300.00 for one Frank Hayden alias Wm. Smith alias.

MARCH 3, 1915

From the Register of Civil Proceedings, 1913-1916, p. 297

The Governor issued a Proclamation offering a Reward of $100.00 for one E. H. Lewis.

APRIL 1, 1915

From the Register of Civil Proceedings, 1913-1916, p. 310

The Governor issued a Proclamation offering a Reward of $200.00 for one Charles Biederman alias Baker alias.

MAY 17, 1915

From the Register of Civil Proceedings, 1913-1916, p. 325

The Acting Governor issued a Proclamation offering a Reward of $100.00 for one David Emery (Col.).

MAY 21, 1915

From the Register of Civil Proceedings, 1913-1916, p. 326

The Governor issued a Proclamation offering a Reward of $150.00 for the unknown parties making assault on Miss Lottie Pennock.

NOVEMBER 4, 1915

From the Register of Civil Proceedings, 1913-1916, p. 376

The Governor issued a Proclamation offering a Reward of $300.00 for one Robert Rogers.

NOVEMBER 4, 1915

From the Register of Civil Proceedings, 1913-1916, p. 376

The Governor issued a Proclamation offering a Reward of $100.00 for one Kimmage Widener.

NOVEMBER 6, 1915

From the Register of Civil Proceedings, 1913-1916, p. 377

The Governor issued a Proclamation designating November 25th as Thanksgiving day.

DECEMBER 14, 1915

From the Register of Civil Proceedings, 1913-1916, p. 386

The Governor issued a Proclamation offering a Reward of $300.00 for one Jesse Ray, fugitive from Justice.

DECEMBER 17, 1915

From the Register of Civil Proceedings, 1913-1916, p. 387

The Governor issued a Proclamation offering a Reward of $200.00 for one Cliff Brown, Fugitive from Justice.

DECEMBER 17, 1915

From the Register of Civil Proceedings, 1913-1916, p. 388

The Governor issued a Proclamation offering a Reward of $50.00 for one Sam Bristol.

DECEMBER 27, 1915

From the Register of Civil Proceedings, 1913-1916, p. 390

The Governor issued a Proclamation offering a Reward of $200.00 for one Joseph Fricina.

JANUARY 31, 1916

From the Register of Civil Proceedings, 1913-1916, p. 403

The Governor called a special Election to be held in Cape Girardeau County to Elect a Judge for the Court of Common Pleas, caused by death of Judge R. G. Ranney.

FEBRUARY 24, 1916

From the Register of Civil Proceedings, 1913-1916, p. 412

The Governor issued a Proclamation offering a Reward of $100.00 for the arrest of the unknown Party assaulting Miss Oda Butler of Henry County.

MARCH 20, 1916

From the Register of Civil Proceedings, 1913-1916, p. 419

The Governor issued a Proclamation setting aside the First Tuesday in April as Arbor Day.

APRIL 11, 1916

From the Register of Civil Proceedings, 1913-1916, p. 426

The Governor issued a Proclamation offering a Reward of $300.00 for the arrest of the unknown parties poisoning Mrs. Rosa Wilson and infant child and Clara Matthews.

APRIL 14, 1916

From the Register of Civil Proceedings, 1913-1916, p. 427

The Governor offered a Reward of $300.00 for Ora Lewis alias and Frank Lewis alias (cancelled.)

APRIL 17, 1916

From the Register of Civil Proceedings, 1913-1916, p. 427

The Governor issued a Proclamation offering a Reward of $300.00 for Ora Lewis alias Matt alias DeMoss, and one Frank Lewis alias DeMoss and Oscar Lee Lewis for the murder of Patrolman John McKenna City St. Louis.

APRIL 17, 1916

From the Register of Civil Proceedings, 1913-1916, p. 427

The Governor issued a Proclamation offering reward $300.00 for the Killing of Officer William Dillon in St. Louis County.

MAY 6, 1916

From the Register of Civil Proceedings, 1913-1916, p. 433

The Governor issued a Proclamation offering a Reward of $10).00 for George C. Young.

JUNE 30, 1916

From the Register of Civil Proceedings, 1913-1916, p. 449

The Governor issued a Proclamation offering a Reward of $300.00 for the killing of Lloyd Porter Gentry County.

JULY 14, 1916

From the Register of Civil Proceedings, 1913-1916, p. 453

The Governor issued a Proclamation offering a Reward of $300.00 for the unknown killing of Earl Franklin Husted.

JULY 14, 1916

From the Register of Civil Proceedings, 1913-1916, p. 453

The Governor issued a Proclamation offering a Reward of $300.00 for Charles H. Durgin alias Chas. L. Chambers.

JULY 19, 1916

From the Register of Civil Proceedings, 1913-1916, p. 454

The Governor issued a Reward of $300.00 for the unknown Murder or murderers of Mrs. Oscar D. McDaniel.

JULY 27, 1916

From the Register of Civil Proceedings, 1913-1916, p, 456

The Governor issued a Proclamation Relative to Rural Post Roads.

AUGUST 15, 1916

From the Register of Civil Proceedings, 1913-1916, p. 460

The Acting Governor issued a Proclamation offering a Reward of $150.00 for one J. W. Bunch.

AUGUST 29, 1916

From the Register of Civil Proceedings, 1913-1916, p. 464

The Acting Governor issued a Proclamation offering a Reward of $150.00 for Chas A. Gallaway and Orvelle E. Evans.

AUGUST 29, 1916

From the Register of Civil Proceedings, 1913-1916, p. 464

The Acting Governor issued a Proclamation offering a Reward of $200.00 for Robert Adams and F. O. Brown.

SEPTEMBER 7, 1916

From the Register of Civil Proceedings, 1913-1916, p. 467

The Governor called a special Election in the 28th Senatorial Dist. Nov. 7th 1916 to Elect a successor to Hon. Wm. H. Phelps deceased.

SEPTEMBER 7, 1916

From the Register of Civil Proceedings, 1913-1916, p. 467

The Governor called a special Election in the 6th Senatorial District Nov. 7th 1916 to Elect a successor to Hon. J. S. Wallace deceased.

SEPTEMBER 26, 1916

From the Register of Civil Proceedings, 1913-1916, p. 473

The Governor issued a Proclamation setting aside the 3rd week in October from the 16th to 21st as seed corn week.

OCTOBER 3, 1916

From the Register of Civil Proceedings, 1913-1916, p. 475

The Governor issued a Proclamation offering a Reward of $100.00 for Doyle Jobe and Zora Holt, wanted in Sullivan County.

OCTOBER 6, 1916

From the Register of Civil Proceedings, 1913-1916, p. 476

The Governor issued a Proclamation offering a Reward of $100.00 for the unknown party or parties killing of Lonnie Hill of Ray County.

OCTOBER 18, 1916

From the Register of Civil Proceedings, 1913-1916, p. 479

The Governor issued a Proclamation offering a Reward of $300.00 for one Robert Rogers.

NOVEMBER 13, 1916

From the Register of Civil Proceedings, 1913-1916, p. 487

The Governor issued a proclamation offering a reward of $300.00 for unknown party assault upon Ilda Flynn and Margaret Clayton of Hannibal Mo. Marion Co.

NOVEMBER 18, 1916

From the Register of Civil Proceedings, 1913-1916, p. 489

The Governor issued a Proclamation setting aside November 30, 1916 as a day of Thanksgiving and Prayer.

DECEMBER 12, 1916

From the Register of Civil Proceedings, 1913-1916, p. 497

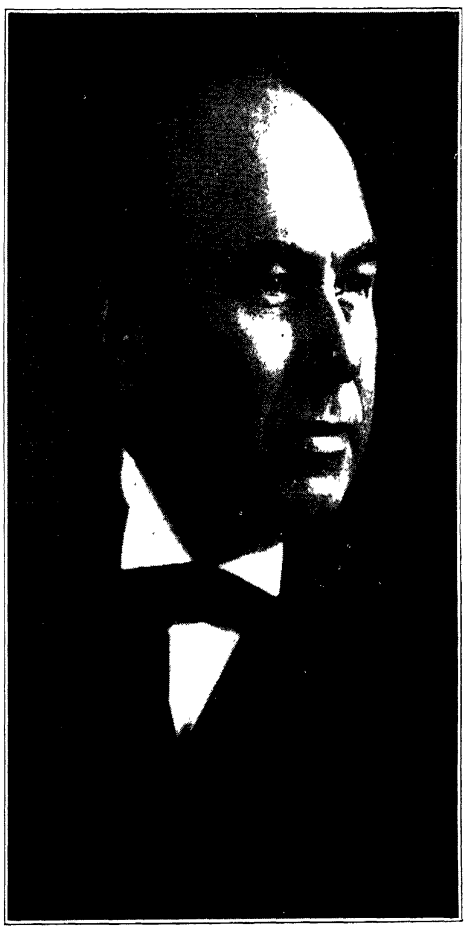
The Governor issued a proclamation offering a reward of $250.00 for the party or parties, burning the Hughesville, Mo. High School Building.

DECEMBER 20, 1916

From the Register of Civil Proceedings, 1913-1916, p. 500

The Governor issued a Proclamation for Constitution Amendment for the Blind.

GOVERNOR FREDERICK DOZIER GARDNER



FREDERICK D. GARDNER
Governor 1917-1921

FREDERICK DOZIER GARDNER

BY
CORNELIUS ROACH

Frederick Dozier Gardner, thirty-fourth governor of Missouri, was born in Hickman, Kentucky, November 6, 1869. His parents, William Henry Gardner (born 1833-died 1918), and Mary Ella Dozier (born 1846-died 1878), were married in 1864 at Enterprise, Mississippi. Of this union there were born three sons and two daughters. William Henry Gardner served as a soldier in the Confederate army. He was a manufacturer of spokes and buggy and wagon wheels. He lies buried in the cemetery at Union City, Tennessee.

Frederick Dozier Gardner was educated in the public schools of Tennessee and Kentucky. At the age of seventeen, he launched forth on a business career for himself, locating in St. Louis, Missouri, where he became associated as an office boy at ten dollars per week with the St. Louis Coffin Company, which business he now owns.

On October 10, 1896, he was married in St. Louis to Miss Jeanette Vosburgh, daughter of Jacob Vosburgh and wife, whose maiden name was Jane Hardenbrook.

Governor and Mrs. Gardner have three children, William, Dozier and Janet, aged respectively, thirty, twenty-six and twenty years. The two sons are married, the former to Miss Isabel Smith, the latter to Miss Carol McDonald.

Governor Gardner's grandparents emigrated from Virginia to West Tennessee in 1820. His grandfather was a farmer, and had a personal acquaintance with Thomas Jefferson and was a personal friend of Andrew Jackson.

Before Frederick D. Gardner became a candidate for the Democratic nomination for governor, he had aspired and been elected to but one public office, membership on the Board of Freeholders, chosen to frame a charter for the city of St. Louis, in 1913. On a ticket of bipartisan personnel the

vote he received led all the rest. His was the largest ever given a candidate of either party in the city up to that time. He had a large share in the framing of the charter. For twenty-five years a conflict had been waged for a new charter, but all efforts had resulted in failure. Mr. Gardner wrote a series of articles which were published in the St. Louis press, explaining the provisions of the proposed charter and what it meant for the growth of the city. These articles gave the information that convinced the people the charter merited the popular support that it received and by which it was adopted. One of the immediate results was the development of a city consciousness and pride which brought about a city bond issue of $87,000,000 and a program of municipal improvement that has given new life and vigor to the State's metropolis.

When Mr. Gardner in 1916 became a candidate for governor in the Democratic primaries, the public became interested in four topics he advocated, viz.: (1) A rural credit system for the farmers; (2) rehabilitation of state finances on a business basis; (3) abolition of convict contract labor and reform of prison management; (4) establishing and building a state system of good roads.

His business-like program appealed to the voters and he was nominated on August 3rd. In the metropolitan papers of August 27th he announced his puposes as follows:

"If I am elected Governor, I purpose to be the business manager of the State; to practice sensible economy in the management of every State institution; to stop every financial leak; to divorce every institution from party politics; to appoint men of the highest character and integrity to the State boards, and require of them the highest degree of efficiency; to rehabilitate on modern lines the financial system of the State; to construct a vast system of good roads that will annually bring thousands of tourists and millions of dollars to the State; and to devote the four best years of my life wholly and unreservedly to the service of the people of Missouri."

The Republican nominee for governor opposing Mr. Gardner was Judge Henry Lamm of Sedalia. Judge Lamm had ably served the State for ten years as a member of the Supreme Court, and was a popular speaker and an effective campaigner. Each party was fairly well united in 1916 and the contest was spirited and close, while the total vote was twelve per cent above that of 1912. Victory, however, in state and nation perched on the Democratic banner. The General Assembly, too, was Democratic in both Houses.

Governor Gardner's inaugural address of January 8, 1917, recommended the creation of a bipartisan state highway commission, thus eliminating politics in the road building program of the State. During the fall of 1918, he recommended the $60,000,000 bond issue to be paid from automobile license fees. This plan was original, and was submitted to the legislature in his second message. The legislature was asked to submit the proposition in the form of a constitutional amendment. This they did and Governor Gardner campaigned the State for two years on the subject. It was adopted by a majority of 233,000 at the November election, 1920. Out of this $60,000,000 has been built thousands of miles of hard surfaced road. Until that time the funds the State had for road building were matched on a 50-50 basis. The weakness of that plan was the lack of a connected system. The counties that did not choose to raise their half were without state funds and without hard roads. Under the $60,000,000 plan all counties, regardless of financial strength or weakness, receive their share of improved roads.

Upon taking over the affairs of the State, Governor Gardner found a floating current debt of approximately two and one-half millions of dollars, an amount which had been accumulating from one administration to another for many years. His first step toward putting the State on a cash basis was the negotiating with St. Louis banks of a short-time four per cent loan, sufficient to pay existing indebtedness and finance the State until improved revenue receipts would overtake current expenditures.

Coincidentally, he secured the enactment of the State Tax Commission law, designed to equalize taxes, impartially enforce all revenue laws, and establish budgeting of revenues in harmony with the spirit and letter of the Constitution, and the balanced needs of the State.

He perfected his plan for giving the State a business administration by having enacted three great revenue laws, which liberally financed current operations of the State, when economically conducted. These three laws are (a) the Corporation Franchise Tax, (b) the Inheritance Tax, (c) and the Income Tax, sources from which since their enactment have come approximately seventy-five millions of dollars, and which laws are now the main support of the essential and ordinary operations of the State. A balance of $5,000,000 remained in the State Treasury when his term as Governor closed. The reorganization of the State's financial system under the direction of Governor Gardner—its justice and the simplicity of its practical operation—while endorsed from its inception by the political economist, is just beginning to be generally recognized.

Another achievement which marked Governor Gardner as a capable executive, was the consolidation of the penal institutions under one management, which was bipartisan in character. The penitentiary became self-supporting, and during his term the institution yielded a net profit of almost $200,000, something quite unprecedented.

In January, 1917, soon after Governor Gardner's inauguration, a law was passed establishing a State Park system. Among other provisions was one setting aside five per cent of the receipts from fishing and hunting licenses for the purchase of lands suitable for parks. During his administration the first state park, Sequiota Park in Greene county, was bought. At the close of his term, more than $50,000 had accumulated in the treasury for further purchases.

Three months after Governor Gardner became chief executive, on April 6, 1917, the United States declared war against Germany and formally entered the World War.

Three days later, Governor Gardner issued a state war proclamation calling a state-wide food conference at St. Louis, the first of its kind in the country, to carry out the wishes of the President and Congress. On April 24th, the Missouri Council of Defense was organized under the leadership of F. B. Mumford, Dean of the Agricultural College of the State University.

In his address before this war conference, Governor Gardner said, in part:

"As Chief Executive of this State, I wish to repeat what I have formerly said, that so far as the people of Missouri are concerned, from north to south, east to west, we stand regardless of race, creed or color, united and inseparable—one and all for our nation and our flag forever."

During the year and nine months this council functioned, it was the supreme authority of the State in relation to its duty to the nation for the entire period of the war. It did a great work. Its 12,000 members left no part of the State unrepresented. Under its influence, Missouri rose from rank fourteen in 1916 to rank five in 1917, in the value of food crops. The Council spent its funds efficiently and economically. Of the $100,000 at its disposal, only $76,000 was spent. Federal authorities rated it an "A" Council, a rating attained by only eight other states, each one of which had an appropriation of $1,000,000 or more.

Missouri furnished 156,232 officers and men in the World War. Of these, 138,379 were in the army, 14,132 in the navy, and 3,721 in the marine corps. Missouri's loss in camp and on battlefield was 3,644 killed and 6,944 wounded, a total of 10,588, or over three per cent of the total American losses.

No citizen or officer was more awake to the needs of the hour than Missouri's Governor, nor did anyone more keenly realize the nation's war burden than did he. In making patriotic appeals and in giving assistance, financial and otherwise, Governor Gardner made a model war executive.

One of the outstanding achievements of Missouri during Governor Gardner's term was the able administration of the

selective service law under the direction of General James H. McCord, of St. Joseph. This law entailed the registration of 765,045 men; every order for quota was filled and not a man when called upon failed to entrain. This work involved one hundred and sixty-six local and five district boards, and yet not a serious complaint was ever heard of favoritism or political influence.

In his message to the legislature on January 10, 1919, Governor Gardner urged that body to memorialize Congress to submit an amendment providing for equal suffrage. The Federal suffrage amendment, submitted that year, was approved by the State legislature and the ratification was signed by Governor Gardner on July 3, 1919. He had previously signed, on April 5, 1919, the Missouri suffrage bill, granting to Missouri women the right to vote for presidential electors.

At the close of his administration, Governor Gardner returned to his home in St. Louis and resumed active direction of his manufacturing interests.

INAUGURAL ADDRESS

JANUARY 8, 1917

From the Appendix to the Journals of the General Assembly, 1917

Senators and Representatives, Members of the Forty-ninth General Assembly:

The solemn oath which has just been administered to me is impressive of the tremendous responsibility placed upon my shoulders in entering upon the duties of chief executive of Missouri. Did I not believe that you are ready to co-operate with me in performing the great work which confronts us, I would feel unequal to the task. With God's help we will devote ourselves to this service with perfect confidence that He will give us wisdom and courage to properly perform our important duties.

Never before in the history of our state were the questions presented to the legislature, so urgent, complex and far-reaching, as those now calling for your consideration. With this increased responsibility there is a correspondingly greater opportunity to render distinguished service to our state. I do not doubt that you will meet the full measure of this opportunity.

To be the first governor inaugurated in our magnificent new capitol furnishes additional reason for my enthusiasm on this happy day. This towering structure of stone and steel is truly emblematic of the pride of our people in their government and of the indestructible elements of our social and industrial life. Those who have bestowed their thought and spent their strength and skill in erecting this splendid edifice have exemplified the permanence of our institutions in gathering here the best materials and assembling them with care and patience into enduring and convenient form to serve the needs of our state government. May this splendid product of our skilled mechanics, who have toiled and builded

so well be an example to us to likewise so perform our work that we too may leave a lasting service to the people of the State of Missouri.

I have left a busy workshop to come here—not to satisfy any ambitions for public life or political preferment, but, moved by the belief and hope that in this great industrial age my experience in business may be applied in solving the present day problems and evolving a New Missouri.

The growing tendency of civilization and society is to entrust to our organized central authority, called the state, greater and broader activities. The enlargement and perfection of the gradully increasing functions of such a government has brought forward the necessity and opportunity for the highest and most patriotic class of our citizens to sit in our legislative assembly, there to deliberate and to mold the sentiments and ambitions of our people into law. I have the honor, therefore, of addressing today perhaps the most representative and distinguished body of Missourians who have ever formed a general assembly in this great commonwealth.

We are firm in the glory of the past. We have been pioneers in many things. I share with you a deep sense of pride and enthusiasm in the development of the resources and growth of the institutions of this state, but the sun of yesterday has set. It is to the rising sun to which we must turn our faces.

In order that we may come to a clear conception of the work involved in this public service which we are entering upon, we must meet the issues with perfect candor and consider them in a straight-forward commonsense way. We are not assembled here as partisans. If Missouri is to rise to her full height of power and influence, if she is to win her industrial and commercial supremacy, if she is to develop her penal, eleemosynary and educational institutions to the highest degree of efficiency and usefulness, we, her servants now assembled and charged with the duty of rehabilitating her finances, and providing for these institutions, must put

aside partisanship and petty politics and consider only the common weal.

When you went before the people for their suffrage you pledged patriotic service and urged your election on the ground that you were competent to represent and serve the people, and would do so to the best of your ability. This was your attitude regardless of your politics. Whether you belong to the majority or the minority party in this legislature, you are pledged to stand for those measures which will meet the growing needs of the people of this state. It is upon that platform that I invoke your co-operation and support. I call upon you as patriotic servants of the people to keep those pledges, and to assist in making the work of this legislature effective and complete and in giving the people of this state the best government in the land.

The problems shown by the stern facts and conditions existing in the state of Missouri today cannot be solved by figures of speech, nor in the review of past records of splendid achievements. The benefits of government carry with them certain burdens which, if equitably distributed, make the sacrifice of each inividual citizen insignificant in comparision with the advantages he receives.

The money required to maintain the government must be provided by those who enjoy its benefits and profit by its protection. It seems to me a plain dictate of honesty and good government that public expenditure should be limited to public necessity and should be measured by the same rules of strict economy as are required in private business. Application of business principles to public affairs is the surest method of giving equal and exact justice, and this is the chief end of government.

I shall now recommend legislation on a few specific subjects, those which seem to me to be pressing for solution at this time and of paramount importance. I shall be glad if in your wisdom you can find better remedial measures that will serve the same end.

FISCAL AFFAIRS OF THE STATE

At the outset we must acknowledge openly and squarely that this state cannot be maintained on our present revenue. The first and most important question which confronts us is the problem of raising enough revenue to properly conduct the activities of the state. There is a demand for immediate and positive legislation to provide for the three thousand prisoners which are now confined in our state penitentiary. We can no longer continue to neglect the enlarging of our eleemosynary institutions. We must provide larger appropriations for our educational institutions, and such provision must not only be adequate but available. We can no longer continue a policy which forces various institutions for months during the year either to borrow money at exorbitant rates of interest or to close their doors.

The people of Missouri expect us to work out a feasible plan that will provide the revenue necessary to maintain our institutions without embarrassment and without stint. In order to do this there must be a change in the present financial plan.

The last legislature, after cutting appropriations as far as possible and still maintain the standard of our institutions, over appropriated the biennial revenue $5,361,995.29. The governor vetoed and held up during this period approximately two and a half million dollars of this amount. The institutions of the state, however, could not be closed. The revenue has not been sufficient; and on December 31st, 1916, the unpaid bills in the auditor's office amounted to $1,152,-458.90. In addition to this there was an amount due the Confederate soldiers and owners of livestock slaughtered to prevent the spread of contagious diseases, $393,780.86. And to this must be added salaries and obligations incurred in 1916, but not filed with the auditor on the 31st of December, 1916, which would probably amount to $250,000. Thus these three items together will make a total deficit of approximately $1,800,000, for which you must provide. This, with our annual decrease in revenue from liquor license, and a

decrease annually of $400,000 due to abolishing the contract system in the penitentiary, brings us face to face with a crisis.

This situation cannot continue. We must completely remodel and rehabilitate the finances of this state immediately. The revenue of Nineteen Hundred and Seventeen on the present basis will be approximately five and three-quarters million dollars. If we deduct the deficit and the appropriations necessary for educational purposes, which last year aggregated about three million dollars (and this year should be more), the entire revenue for 1917 will be absorbed, except approximately one million dollars.

Our general revenue fund costs the people of Missouri about $1.70 per capita. In Illinois the per capita rate is $4.50. The average per capita tax of the United States is $5.03.

If we raised $5.03 per capita, we would have $16,750,000 annual revenue to finance the state.

We should have an additional revenue of $1,500,000 for the public schools of Missouri; $1,800,000 to cover the present deficiency; $750,000 to completely reform the penal institutions, and also a sufficient amount to enlarge and properly conduct all other institutions and activities of the state.

I believe this additional revenue required can be best raised by imposing taxes on the following basis, which I recommend for your consideration:

(a) The raising of the collateral inheritance tax from 5 per cent to 7½ per cent, which would return an estimated increase of	$150,000
(b) A general inheritance tax, which should yield an estimated increase of	1,000,000
(c) Tax on capital and surplus of corporations (a privilege or franchise tax)	1,000,000
(d) A state income tax, to be based on 10 per cent of the federal rate	500,000
(e) Raise saloon licenses to a flat rate of $500	500,000
(f) Mortgage recording tax (50 per cent to state and 50 per cent to county)	200,000

(g) A secured debt tax (50 per cent to state and 50 per cent to county)	$150,000
(h) Add to pure food and drug department inspection of soft drinks	250,000
(i) Add to beer inspection department the inspection of spirituous liquors	250,000
Total	$4,500,000

The passage of laws covering the above subjects will not work a hardship on any one. While they reach money which may be said to be in the "turn over," yet they are effective methods of compelling the payment of taxes on a vast part of the intangible property which escapes under our present method.

Other states have such laws, which fact removes the objection that they may cause an injustice to such enterprises as come in competition with similar industries elsewhere. Their justness and fairness are now so well established in our sister states that I shall not enter into a detailed discussion of them.

STATE TAX COMMISSION

I recommend the creation of a state tax commission. I believe the time has come when it is necessary to create such a commission, whose duties shall be to enforce and supervise the revenue laws already in force, as well as those which you may pass. Problems relating to taxation are always difficult. We all agree, however, that whatever taxes are provided by law should be efficiently administered. In order to do this it is necessary that there should be some central authority with power to aid local assessors and to see that they administer the laws of the state in a uniform manner. A state tax commission, or some similar central authority, now exists in about forty states of the Union.

A permanent state tax commission would be able to furnish the general assembly such information as is necessary

from time to time for the satisfactory revision of revenue laws. The power of this commission may be made to include supervision over the expenditure, as well as the collection of the state's money, with authority to recommend methods of economy and efficiency in all state departments; with authority to make a scientific estimate of the revenue for each biennial period, presenting same to the legislature with a budget and recommendation as to how the money should be expended. The budget would be for the guidance of the legislature with a view to make the income and outgo balance.

The experience of other states shows the wisdom of such a commission and Missouri should not fall behind in adopting this method in working out our revenue system.

PENAL INSTITUTIONS

The last legislature abolished the penitentiary contract system effective December 31st, 1916.

Provision has been made for employing only three hundred of the prisoners; the twenty-seven hundred remaining are idle, with the exception of those required for routine work. This situation is so serious as to be critical. It will be necessary for the legislature to act immediately to prevent distressing and dangerous results.

I am thoroughly convinced that we must meet this perplexing and complex question boldly and fearlessly by saying once for all that these contracts shall never be renewed—that there will be no better time in the future than today to work out this problem with this factor eliminated.

I, therefore, recommend for your consideration that the board of pardons and paroles, the board of prison inspection, the board of the Missouri Reformatory, the State Industrial Home for Girls, the State Industrial School for Negro Girls, all be abolished and the duties now performed by these boards be placed under the exclusive jurisdiction of a board of say five members—not over three of whom shall belong to the same political party; this board to have large powers, including:

First.—Pardons and paroles, subject to the governor's approval.

Second.—Buying of all supplies for the four institutions

Third.—Leasing and condemning land for farming purposes for the inmates of the penitentiary.

Fourth.—Establishing state industries (manufacturing) for the inmates of the penitentiary.

Fifth.—Erecting new buildings, such as reformatory

Sixth.—Working prisoners on the highways in connection with the proposed highway commission.

Seventh.—Employ warden and superintendents.

Eighth.—Make rules and regulations for all employes

The salary of this board would not exceed the salaries and expenses of the five boards to be abolished, including the salaries of their secretaries and treasurers. The saving in the buying of supplies through one agency would be very large. But beyond the question of economy experience in other states has proven that a great work of organization, building and reforming as above outlined, is best operated by such central authority.

A prison system should be broad and comprehensive. The men should be developed during confinement by placing them in a position of mutual responsibility where they can prepare for work after their sentences expire. The model prison system where first offenders are segregated, and where others are given an opportunity for farm and road work offers the best opportunity to reform these people.

The problem of handling prisoners, both during the time they are incarcerated and after they are set free, is one that is engaging serious thought of people who are concerned in reducing crime.

In many states organizations and associations have been formed to aid families of prisoners and ex-prisoners and great good is being accomplished.

The rapidity with which the board could carry out these great reforms would depend upon the degree of financial aid we could give them, to buy farms, erect buildings, purchase machinery and other equipment.

I suggest giving the board the use of at least $750,000 for the next biennial period in addition to the receipts from the institutions.

ELEEMOSYNARY INSTITUTIONS

I recommend that the 10 boards together with their treasurers be abolished for the following institutions:

The four state hospitals.
The State Confederate Home.
The State Federal Home.
Missouri School for the Deaf.
Missouri School for the Blind.
Colony for the Feeble-Minded and Epileptics.
Missouri State Sanatorium.

I suggest that these institutions be put in charge of a state board of control of say three members, not over two of whom shall belong to the same political party. Such board would not require any more expense than the present boards and their local treasurers. A large saving would come from a concentration of the buying for these institutions under one authority.

But aside from the feature of economy and more important than that would be the increased efficiency in these institutions. This board should be given authority to employ all superintendents and other employes on the basis of efficiency. These institutions should be removed entirely from politics.

The legislature should consider the advisability of raising the allowances for the sustenance of the delinquents sent to these institutions to such figures as will meet the extremely high price of food. These people should be furnished wholesome food and be cared for in a proper manner.

PERMANENT ROADS

The agitation for permanent roads in this state has been continued so long and has become so universal that there is now a demand that definite steps be taken for build-

ing a system of state highways. The necessary legislation can be enacted within 30 days.

Everyone favors this needed improvement for our state and realizes that we are far behind our progressive sister states. Our present system of control is unsatisfactory and obsolete. The progressive states have all created a state highway commission, and have given to the state large powers of control over state highways. And in return for these measures of control the states have contributed liberally to the construction of roads.

Our present inadequate road laws are largely responsible for our *lack* of road building.

I favor the creation of a state highway commission composed of four members, two of which shall be chosen from each of the leading political parties. This commission should serve without compensation, except traveling and other expenses while the commission is in session. High-class men with patriotic motives can be secured to serve on such commission. Missouri has a host of broad-minded, liberal spirited men who are deeply interested in this cause, and who are willing to give such measure of services as is required of them without compensation.

This commission should be given broad powers, including authority to select a state highway engineer and to pay such salary as would guarantee a man of high attainments and successful experience. His term of office should be be during the pleasure of the board, and his compensation should be fixed by it.

Politics should not enter into road work, and the law should be accordingly drawn.

Our roads should be constructed by joint participation of the national, state and county revenues. Missouri must act at once to avail itself of the federal aid law. The legislation necessary so that Missouri can participate in this fund should be enacted during the early part of the session. Under the provisions of the federal aid law an appropriation of $75,000,000 is made for apportionment among the several states during the five-year fiscal period ending June 20,1921.

If the proper legislation is enacted at once Missouri's part of this will be $2,545,806.15. To avail ourselves of this federal road act requires the creation of a state highway department with controlling power over the construction of state roads, the completion of a satisfactory and comprehensive period of construction for the five-year period and the submission to the secretary of agriculture for his approval, such projects, suggestions, plans, specifications and estimates as are necessary and practicable. And we must agree through this state highway department with the secretary of agriculture on the roads to be constructed and the character of construction, and the state highway department must further agree to *maintain* the roads constructed under the provisions of this act.

With a bi-partisan commission, the elimination of politics, encouragement given to us by the national government, and a revision of our road laws, I believe that within one year work on a state-wide plan will be far enough advanced to reach directly every county in the state.

The employment of convicts on the building of roads in Missouri has not met with general approval in the past. The creation of a state highway commission would remove this objection. This would give a very wide field of operation for the convicts as they could be employed not only in the building of roads but in the production of the *materials* that go into road building. The state highway commission should use whatever number of men the prison commission may offer at fair compensation.

I recommend an increase in the automobile tax so that the rate would equal that of other states. From this source alone there should be derived during the coming year $1,200,000. There is now a surplus in the road fund of $200,000. The stamp tax, the federal aid law and other present special taxes, together with the above amounts would give us approximately $2,000,000 for the first year. This would increase rapidly. But in addition to this I recommend that you submit a constitutional amendment

providing either for an additional tax or a substantial bond issue for road improvements.

NEW CAPITOL

The new capitol building approaches completion. The state capitol commission board advises that the building will be ready for occupancy as soon as the necessary furnishings can be provided. There is to the credit of the capitol board a fund of $300,000, which amount, however, is not available for furnishings on account of an omission in the law as it stands at present. In order that there be no delay in the completion and occupancy of the building, I recommend that the general assembly at once vest the board with the necessary authority to expend this $300,000 for furnishings and completing the building, and for such other purposes in connection therewith as the board may deem necessary.

This board has done a great and patriotic work. There is no deficit. There has been no extravagance and there has been no criticism. This work is a splendid example of fidelity to trust in public service.

WORKINGMEN'S COMPENSATION ACT

The great progressive states now have in operation a workingmen's compensation law which has been satisfactory to both employer and employe. This is a complex question and involves technical knowledge.

There are members of this assembly who have given the matter careful consideration, and I feel sure that you will be able to agree upon appropriate legislation, and I trust a sound measure may be passed at an early date.

NEW CONSTITUTION

The Platforms of both political parties declared in favor of submitting to the people the question whether a convention shall be held for the purpose of revising and amending the constitution of this state.

I recommend that you authorize, by law, a vote of the people to be taken upon this question.

Our constitution was adopted in 1875. Since that time this state has enjoyed unparalleled advancement. Conditions have changed very greatly. If the wise framers of our constitution were here to frame a new constitution today, they would see the wisdom of making new and different provisions from those embodied in our present constitution.

Perhaps the question of taxation is more hampered by our present constitutional provisions than any other important matter before us.

There is a growing sentiment for a new constitution and I believe the people should be allowed to vote upon this question.

CONCLUSION

It will be observed that I have omitted many important questions from this address. Your session is short, and I believed it was the part of wisdom to mention only matters of immediate necessity, leaving the other questions to some future time.

The new federal land bank will be in operation within a few months in St. Louis, thus giving our farmers cheap money. But it remains for us to do three things to practically rebuild our state—rehabilitate our finances, reform our penal institutions, build roads. The other problems will then practically solve themselves. It will be observed by your honorable body that I have laid out what I believe is a feasible, just plan for all of these. They have been so planned, however, that for one to be effective all must be placed in operation. That is to say, prison reform is impossible without the revenue. Road building is impossible without revenue. The prison board can not use convicts for road building until our road laws are remodeled. So I earnestly beg you to consider these great measures as intended to co-ordinate and strengthen each other in their operation.

I have not mentioned a subject over which there should be a political division. If the suggestions made are good they are good for all.

In so far as the administration of government affects the welfare of the people, it is necessary that the institutions of the government be made to conform to present-day conditions. Without any criticism of the past, I submit that the conditions which actually confront us require of us positive action promptly executed.

I believe every right-thinking man has an ambition to leave some memory of his life work to his posterity. Some men aspire to be great Captains of Industry, some to be teachers and leaders of thought, some to be learned professional men. Now the opportunity is open to you and to me to be builders, to re-build the financial fabric of this great state and establish it upon a sound basis that will result in providing greater state institutions, greater state highways, and a greater spirit of patriotism and enthusiasm for Missouri. I want to be a builder of a machine—not a political machine, not a personal machine, but a machine manned by men inspired with a patriotic spirit and a sense of their duty to do something for their state—men equipped by experience to help operate this machine. The motive power of this machine is efficiency; and the output good government, economically and wisely administered.

In this work I do not wish to be influenced or hampered by any personal or political considerations whatsoever—I want to use my calm and deliberate judgment, fearlessly and impartially. Therefore, I re-state under these solemn surroundings that I shall never be a candidate for any office during my life again. My career in public life will be the service that I render as chief executive of the state of Missouri.

Members of the legislature, fellow-citizens and people of Missouri, I am praying to Almighty God on bended knees each day of my life that He will give me strength and guidance in the performance of these important duties.

Will you co-operate with me?

Will you uphold my hands? Long live Imperial Missouri!

[FREDERICK D. GARDNER]

FIRST BIENNIAL MESSAGE

JANUARY 10, 1919

From the Appendix to the Journals of the General Assembly, 1919

STATE OF MISSOURI, EXECUTIVE DEPARTMENT.

To the Senate and House of Representatives of the Fiftieth General Assembly:

It is a real and sincere pleasure for me to greet you today and welcome you as members of the Fiftieth General Assembly to what I believe is destined to be the most important session in the history of the commonwealth. I congratulate you upon the fact that you are members of the first legislative session held in Missouri's magnificent new Capitol—a splendid and wonderful structure. It is the product of the labor and material resources of our own great state and represents in the composite the wonderful industrial progress of our people. It has been said that the architecture of a people is a concrete manifestation of their civilization. Thus, the wigwam of the American Indian, standing in the forest, was expressive of the crudities of the thought and the lack of permanency and purpose in the life of that people. Compared with the architecture of our people, the Indian tepee illustrates in vivid fashion the wide difference between the ideals of our Christian civilization and those of men without its enlivening and enlightening forces.

If this magnificent structure, combining as it does the artistic beauty, the utilitarian principles, the comfort and convenience, the perfection and permanency of our architecture, stands as an expression of the pride the people of Missouri have in the government of the commonwealth, and of their thought with reference to it, should it not inspire us, their servants, to faithfulness in every duty, and fidelity in every responsibility as we make effort to correctly interpret their mind and crystallize their thought into law?

And, as the foundation of this marvellous piece of man's handiwork penetrates the earth to nature's solid rock and makes it safe in every storm, may we, in this, the first attempt within its chambers to embody the ideals of the people in legal form, lay the foundation for all our action deep in the great and enduring principles of righteousness and justice so the work of our hands shall withstand the assaults of time and tempest.

Missouri has formed a part of the Union for a hundred years. During that time, the opportunity has been given to no governor to present to the people, through their chosen representatives, such a glowing and pride-awakening message as is my privilege to present today.

Since the adjournment of the preceding session, the achievements of the state in peace and in war have been such as to create the most favorable comment throughout the land. The last dollar of the floating indebtedness of the state has been paid. Her fiscal affairs have been rehabilitated. The complicated and complex prison problem has been solved. Public opinion has been aroused to the necessity of improving the public schools. Substantial progress has been made in the betterment of roads. The standard of efficiency has been set up in public life. A clear line of demarcation has been drawn between the rights of the state and the rights of the individual. The state has paid cash for what she has received and has received only that for which she has paid. I believe it will be found that the per capita tax upon our people has been the lowest of any state in the Union. The new revenue laws have been sustained by the Supreme Court, have become operative and will provide for the legitimate, economically adminintered activities of the state. Our eleemosynary institutions were never in a higher state of efficiency and usefulness.

While we have been doing these great things for the people at home, we have not been derelict in our duty to the nation. We have contributed our full share in waging and winning the greatest war in all history. At the very inception of the war, I called a conference of farmers,

bankers, mayors and other citizens interested in the welfare of the state. This conference was held in the new Capitol and its purpose was to devise ways and means of mobilizing the state's resources to aid the nation. The immediate outcome of this conference of patriots was, first, the creation of the Missouri State Council of Defense, the duties of which were:

1st. To mobilize and conserve all the resources of the state.

2nd. To co-operate with the War and Navy Departments, the Secretary of Agriculture, the Federal Trade Commission and the National Council of Defense.

3rd. To assist in a movement to prevent uneconomic speculation in the necessaries of life.

4th. To take the lead in all movements for assisting the farmer, also in exploiting the advantage of municipal and community gardening, and to co-operate with the College of Agriculture and the Superintendent of Schools. In brief, this Council was to be the supreme authority of the commonwealth in relation to the state's duties to the nation during the entire period of the war.

The Council immediately proceeded to organize the state by creating County, Township and Community Councils, with a total membership of 11,487 and reaching the most remote sections of the state.

The program developed by the State Council of Defense resulted in vitalizing and energizing the agricultural and industrial activities of the state, and enabled Missouri to do, not only her duty, but to contribute more than her share to the support of the nation. Our agricultural achievement in 1917 was the most remarkable in history. The first year of our participation in the war showed a gain in acreage of the eleven standard crops, measured in bushels, of 87%. Compared with 1916, our valuation of the 1917 crop showed an increase of 142%. Measured by dollars and cents, the grand total of Missouri's 1917 garden, orchard and field crops was $546,529,136.00. The total of the 1916 crops was $231,888,951.00. If we add the value of cattle, mules,

horses, hogs, sheep and poultry, it will be seen that during 1917, under war time stimulus, the Missouri farmer, his wife, son and daughter have produced the fabulous sum of nearly one billion dollars, or 1-20 of the total of the nation.

The work of this Council of patriotic citizens has been so notable as to win the admiration of the officials in our national capital and our sister commonwealths. The members of the Council of Defense have attended meetings held in different parts of the state and always at their own expense. Other states called special legislative sessions, at large expense to their tax payers and appropriated large sums of money to carry on the work of their Council of Defense; but it remains to be said that the total amount expended by the Missouri State Council of Defense, to January 1st, 1919, was only $64,891.03.

I recommend to your honorable body that an appropriation be made to pay this sum, and that a resolution of commendation be adopted expressing the gratitude and appreciation of the people of the state for the splendid work done by this Council and that you authorize the issuance of a certificate of patriotic service to those who have rendered this service through the State Council of Defense, including the County and Township Councils. The war having ended, no doubt, the Council feels that the work for which it was created has been completed. It is for you to determine if a post war organization is necessary.

OUR SOLDIERS

When war was declared, the National Guard of Missouri, which had just returned to the state after six months service on the Mexican Border, consisted of 5030 officers and men. Taking advantage of the provisions of the Defense Act, this force was recruited to the maximum strength authorized by law; and when by proclamation of the President our troops were inducted into Federal service on August 5, 1917, the strength of the Missouri National Guard was 14,756 officers and men.

Our troops, together with the Kansas National Guard, were constituted the 35th Division. This Division was one of the first to be sent to France and formed part of the first American troops to take over the front line trenches. It was in the St. Mihiel advance and led the attack in the five days' battle in the Argonne Forest, generally regarded as the turning point in the war. The record for heroic gallantry made by the Missouri National Guard in this great battle has never been surpassed and will forever be one of the glorious pages in our history.

The call of the National Guard into the Federal service made necessary the organization of a provisional force to serve during its absence. In many of the states it was necessary to incur the expense of special sessions of the legislature for this purpose; but in this state, taking advantage of the provision of section 8373 of the Revised Statutes, a force designated as the Missouri Home Guard, with a strength of some 6,000 men, was speedily organized. The citizens of the state not only patriotically enlisted in this provisional force, but they raised by popular subscription more than $300,000.00 for equipment, there being no state appropriation which could be used for this purpose. Many of the members furnished their own uniforms, and all gave unsparingly of their time and efforts.

Since the call of our troops into Federal service, one New National Guard regiment, the 7th Missouri Infantry, stationed at Kansas City, with a strength of 1,800 men, has been organized and duly recognized by the War Department. This is one of the two National Guard regiments organized in the United States, since the call of the state troops into Federal service, which has been fully equipped and authorized to hold a camp of instruction at Federal expense.

The date on which our National Guard will return from France is so uncertain that it will likely be necessary to continue the Home Guard during the present year. An adequate appropriation for the support of the National Guard and the Home Guard should, of course, be made. The blood of our young men who voluntarily assumed this

obligation to their state has been poured out upon the battlefields of France, and those who were compelled to remain at home have done their full duty here. The state should not fail in its duty to them.

The majority of our young men who responded to the first call made under the selective service act went to France with the 89th Division. The record made by this Division, composed of the stalwart sons of the Middle West, is one which reflects undying glory on our citizenship. It participated with magnificent gallantry in the Meuse-Argonne battles and is now on German soil as part of the army of occupation. And while a greater number of Missourians fought in the 35th and 89th than in any of the other divisions, our boys will be found serving in practically every unit in our great army. With the Marines, they fought at Chateau-Thierry with a heroism not surpassed by the Greeks at Thermopylae; with the Missouri Signal Corps, as a part of the Rainbow Division, they fought from St. Mihiel to Sedan; with the Navy they helped to render ineffective the murderous warfare of the submarine and convoyed our troops in safety to Europe; with the regular Army, they upheld the best traditions of that ever faithful service; in the Aviation Corps, with our engineer regiments, our railroad troops and in all the special branches, they were the best of the best. And while the fortunes of war kept many in service on this side, their faithful devotion to every duty, their anxiety to get to the front, and their splendid efficiency entitle them to share in the glory which has crowned the American arms.

It may be of interest to you to know that the number of our noble sons who rallied to their country's call, and who have served in the various branches, are as follows:

National Guard	14,756
Inducted into service through draft board	100,305
Enlisted in Regular Army	3,984
Enlisted in Navy	7,700
Enlisted in Naval Reserve	5,864

Enlisted in Marine Corps	5,000
Enlisted in various special arms	2,669
Office Reserve Corps	400
	140,678

I propose that without delay you make an appropriation for the erection of a splendid memorial as a tribute to these noble boys. The character of the memorial is for you to determine. We can not offer them medals bearing the insignia of kings and potentates; neither can we erect to their individual memory magnificent bronze statues; but we can appropriate a liberal sum of money to decorate each man who has rallied to the nation's call, the decoration to be in the form of a medal bearing the seal of the State of Missouri, and an expression of gratitude from her people, an emblem of precious metal, a priceless treasure to hand down to their posterity.

I suggest you also authorize the creation of a commission of soldiers now in France for the purpose of locating and marking those sections of the battlegrounds on which the state's heroic sons so splendidly distinguished themselves and honored the state, with a view of erecting permanent monuments at some future time. The Right of Franchise should also be extended to our soldiers when serving without the state.

PERSHING AND CROWDER

Missouri has also furnished the nation the two great military geniuses of the great world war—General John J. Pershing and General Enoch M. Crowder. General Pershing as Commander of the American Forces in France won imperishable fame for himself and undying honor and glory for the American Army. General Crowder, in his masterful administration of the selective service law, displayed marvellous talent and fully merits the large measure of commendation and praise accorded him. We are justly proud of these two sons of Missouri.

SELECTIVE SERVICE

In the administration of the selective service law, the government detailed Lieutenant Colonel J. H. McCord to act as the Governor's Aide. This department has registered, from first to last, 751,722 men, between the ages of 18 and 45. It has organized 166 local draft boards and 5 district boards of appeal. It has entrained each and every man ordered out by the government, on schedule time; and in this enormous amount of work, reaching practically every home in the commonwealth, so far as I know not a single serious charge of political influence or favoritism has been made.

I recommend that you authorize the issuance of a certificate for patriotic service to all of those who have engaged in this vast work, many of whom have performed their duties without compensation—members of these boards, together with members of legal advisory boards, medical advisory boards, and others.

THE STATE'S FINANCIAL CONTRIBUTION TO NATION

The state has not only given freely of her sons and her material resources. She stands almost in a class by herself in her contributions to the great war relief activities. The citizens of the state today own approximately a half billion dollars of war securities issued by the government.

FINANCES

As stated at the outset, the floating indebtedness of the state has been liquidated in full. At the beginning of the administration, a loan was negotiated with the St. Louis bankers to pay off this indebtedness. The term of the loan was for two years at 4%. The total amount we have paid on this debt, with interest, is $2,077,356.95. To that must be added $145,414.84 which was set aside for the public schools during the month of January, 1917, due from 1916 receipts, making a total deficiency which we have paid during the past two years of $2,222,771.79 and had cash balance in

general revenue fund, December 31st, of $271,679.24. This balance will be ample to pay any claims that may be presented after December 31 against any approved appropriation.

When appropriations were made two years ago for the various institutions and departments, no one could have foreseen the conditions that the war brought upon us. Fuel, food, clothing, drugs, supplies and labor have advanced 40 to 200%. Yet by economy and efficient management, all have practically kept within their appropriation. This is a financial record in which every citizen of the state will take a just pride. This result was accomplished by the earnest and enthusiastic co-operation and aid of all State officials.

REVENUE LAWS

The new revenue laws enacted by the 49th General Assembly have yielded the following sums:

Corporation Franchise Tax	$1,181,218.36
Income Tax	201,885.86
Inheritance Tax	778,089.74
Secured Debt Tax	79,947.10
Soft Drinks Stamps	62,959.87
Wholesale Liquor Dealers' License	82,500.00
	$2,386,609.93

One third, or approximately $800,000.00, of these collections have been set aside for the public schools.

I estimate the revenue for 1919-20 at $18,000,000.00, from which must be deducted approximately one third for the public schools, or $6,000,000.00.

This will leave $12,000,000.00 which your honorable body may appropriate. Any amount appropriated beyond this sum, I shall necessarily have to veto.

This estimate of revenue is based upon the present receipts of approximately $1,500,000 annually from the state

liquor license. If, in your judgment, the liquor license is to be abolished, then it will necessarily be your duty to curtail your appropriations to that extent, or to provide additional revenue in lieu of the same.

I am very much gratified to be able to inform you that the state income tax law has been declared constitutional by our Supreme Court. This and other revenue laws have been ably and successfully defended in our courts by Attorney-General McAlister. I have always been a strong advocate of a state income tax law and shall always esteem it as one of the achievements of my administration that such a law was placed upon the statute books and passed upon favorably by the courts during my term of office.

I recommend that Section 32 of the income tax law be repealed. Section 32 premits an offset to the income tax of the amount of state taxes paid on real and personal property. In view of the fact that the income tax is only ½ of 1%, I do not think Section 32 should remain a part of the law.

EDUCATIONAL DEPARTMENT

Of most serious concern to the people of Missouri, must be the question of education. The past two years have been years of improvement in our school system. Notable gains have been made in the number of high schools in the state and in the quality of the work. The total appropriations for public schools in the past two years have exceeded by $547,526.27 the appropriations in the two years preceding. And now that the new revenue laws are in full operation, I am confident there will be a further increase of one million dollars during the present biennial period. Closer relations have been established between the state educational institutions and a greater degree of harmony exists between them and the private institutions than ever before.

The war has emphasized several matters which I want to bring to your attention. As a general thing, I believe that school authorities rather than legislatures should

determine the content of courses of study taught in the public schools. I feel, however, that upon one subject, at least, affecting the course of study the legislture should take action. A law should be enacted requiring that instruction in the elementary branches be given in the English language only. At present, the local school board is the final authority as to what shall be taught in the school. If a group from some foreign country should settle in any locality in this state, it would be possible for such community to provide that the language of that foreign country should be used as the language of instruction in that school district. We are trying to weld together and Americanize various nationalities. The only way this can be done is through the use of a common language. In this position, I am glad we have the support of the leading educators of the state and nation; also of The National Educational Association.

It is time enough for children to learn foreign languages which may be needed in pursuing their academic studies or in preparing for commercial relations with other countries after they have passed out of the elementary school. Or, in other words, such foreign languages can be studied in high school or in college; but until a child is thoroughly grounded in American ideals, and has a thorough working knowledge of English, he should not be allowed to study a foreign language.

In the past two years, we have found enemy aliens teaching in the public schools of Missouri. Such men and women should not be allowed to mould the ideals of American children. It is not a question of being anti-foreign. It is rather a determination to be pro-American that requires us to urge that proper legislation be enacted to guarantee that only teachers of high American ideals shall teach children in Missouri.

The war has brought out several other matters in regard to education which need the attention of the General Assembly. It found us with an inadequate number of trained mechanics. We have begun, under handicap, a system of Vocational Education, working through the State Depart-

ment of Public Schools. The agencies which would seek to train boys and girls in the trades and industries, in agriculture and home economics, should be supported and strengthened. The draft showed a large number of our men unfit for military service. The question of physical education should have careful attention and proper provision should be made so that never again will this country be found with a large percentage of its young men physically unfit.

There are in Missouri, according to the census of 1910, one hundred and eleven thousand illiterates; excluding foreign-born illiterates, there are more than 88,000 over ten years of age in this State. There are also, 229,000 foreign-born immigrants in Missouri; a large number of these are well-educated, but there is also a large percentage of foreign born adults who should be trained in American ideals. The problems connected with the elimination of all illiteracy and with the Americanization of certain portions of foreign population, are of great importance.

Two years ago, at my suggestion, a country school survey was undertaken in this State to ascertain definitely the conditions in the country schools of Missouri. This survey, which has been made through the co-operation of all the educational forces in the State, brings out some very startling weaknesses in our country school system. While we rank high in wealth, in agriculture, in all material things yet our State is said to rank low in education. This must be largely due to the lack of efficiency in our country schools bec ause it is uniformly conceded that our city school systems are among the most efficient in the United States.

> "Missouri stands 28th from the top in average length of school term; 29th in average number of days attended by each pupil enrolled; 29th in the expenditure per capita of total population, 29th in the percentage the high school population is of the total school population, 31st in average school expenditure per capita of all children 5 to 18 years of age, 25th in average value of public school property per child, 5 to 18 years of age

enumerated for school purposes, 22nd in average annual salary of all teachers, 35th in average salary of city superintendents, and 43rd in average salary of county superintendents."

There are approximately as many children enrolled in the country schools as there are in the city, and we are spending three times as much money annually on the children in the city as on the children in the country. We are paying country teachers an average of less than $350.00 a year. The average length of term in the towns is a month and a half more than in the country, while the towns have invested in buildings and equipment five times as much per child. The town teachers are better trained for their work and a larger percent of them have had teaching experience. The survey shows that of the 9,000 country schoolhouses, there are approximately:

2,700 with open foundations.
4,500 with stoves in center of room.
4,500 with stoves not jacketed.
8,000 poorly ventilated.
3,000 without window shades.
1,000 with seats facing windows.
5,500 with seats too high or too low.
1,000 without any toilets.
6,000 with toilets uncleaned.
1,800 without drinking water.
6,300 wells not cleaned.
1,600 wells with impure water.

Probably much of the weakness of the country schools can be traced to inadequate support; however, I am sure that we are not handling the situation as economically as we should nor are we getting the best results out of the money which we are paying. Statistics show that there are over six hundred districts out of the 9,000, where school is maintained for less than six months; and that in twenty-five per cent of the 9,000, the average daily attendance is less than fifteen.

I know you will give this important question your most thoughtful consideration. In the light of the information revealed by the aforesaid survey, it might be possible to classify the rural schools according to school population and assessed wealth of the district, and make such requirements for each class as are necessary to the proper development of our public school system to the highest point of efficiency.

As a fundamental proposition it is the right and duty of the state to provide the facilities for the education and training of the children who are to make up its future citizenship. Furthermore, in view of the fact that the state is constantly enlarging the financial aid given the schools, and particularly the large increase that will be given during the biennial period upon which we are just entering, certainly the state can, with propriety, fix a minimum of equipment and facilities for carrying on this great work and necessary for the health and comfort of the children. In the consideration of this most important question it may be found necessary to grant Special State Aid to weak districts upon which the minimum requirements might work a hardship.

It must not be forgotten that the school always has and always will be the great instrument of construction, whereas war, disease and famine destroy and tear down. But it will devolve upon the school room and the school teacher to be the architects and the builders—the great constructive force. Upon the public school, therefore, depends the destiny, the happiness and the prosperity of the state.

THE PENITENTIARY

Among the very excellent measures enacted by the 49th General Assembly, perhaps none is more notable than the Penal Reform Bill. Under the provisions of this act, five boards, with a total membership of 21 members, were abolished and one board of three members, known as the Prison Commission, substituted. Under the able direction

of this Board, a wonderful transformation has taken place in the penal institutions of the state.

Six gangs of prisoners have been working on state highways.

1,200 acres of farm land have been brought under cultivation.

The contract system has been eliminated.

The rings have disappeared.

The merit system has been established.

The inmates now receive 5% of their earnings.

Schools have been established in the prison.

The population of the institution has been reduced by some 600 in numbers.

The new system has lifted a large burden from the tax payers.

The result of operation for the period from June 17th, 1917, the date upon which the new law became effective, to January 1, 1919, is as follows:

INDUSTRIES ONLY

Inventory (December 1, 1918)	$654,513.91	.....
Accounts receivable	678,533.02	.....
Cash	93,533.54	.....
Merchandise, June 13, 1917	.....	$95,476.61
Notes and accounts payable	.....	748,111.35
Machinery from State	.....	60,275.62
Appropriation for capitol	.....	374,976.46
Surplus earnings since June 18, 1917	.....	147,740.43
Totals	$1,426,580.47	$1,426,580.47

NET RESULTS—ENTIRE INSTITUTION

Received treasury July 1, 1917 to January 1, 1919	.....	$192,642.11
Profit from state industries since July 1, 1917	$147,740.43	
New farm over-appropriation	12,206.12	
Accounts receivable	20,297.45	

New cell building account	$14,250.00	
Material on hand from old buildings	9,050.00	
Little commissary	1,212.86	
Big commissary	28,312.00	
New buildings, farm one, two houses	4,000.00	
Total	$237,068.90	
Net profit for 18-month period		$44,426.79

If the rate of gain during the lase 18 months is maintained throughout the next two years, we will save the state over one million dollars during this administration.

The sales of the institution for 1918 amounted to $5,651,389.86.

For years the state has suffered by fires at the prison. Fires have now been eliminated by the installation of an automatic sprinkler equipment which will also save the state $6,000.00 yearly in insurance. I believe Missouri now has one of the model prisons of the country, both from the standpoint of helpfulness to the inmates and from a financial standpoint. I urge every member of your honorable body to make a personal visit to the institution.

The institutions at Tipton, Boonville and Chillicothe are in an equally satisfactory condition.

STATE HIGHWAY

The 49th General Assembly enated what is known as the Hawes Good Roads Law. I have given the road question very careful consideration and, considering the amount of money available for the purpose, I am convinced that today we have on our statute books the best good roads law in this entire country. Briefly, the act provides that two hundred thousand dollars per annum shall be set aside for dragging dirt roads which is essential and imperative; and that two hundred thousand dollars shall be set aside annually for aid in county roads, and the construction of bridges and culverts; and that the remaining amount in the state's good

roads fund (which is derived from the automobile tax, the corporation registration tax and the option tax, and which approximates one million, one hundred thousand dollars after making the deductions mentioned), shall be matched dollar for dollar with the counties in road construction on the charted six thousand miles laid out by the State Highway Commission. The Commission has, to date, approved 122 projects in 61 counties. The state's part of such projects will entail an expenditure of the entire amount of money on hand January 1st, 1919—$1,218,215.93,—and this should be reappropriated to this fund.

It is true that under this system no continuous north and south, east and west highway can be built, to the exclusion of all of the other counties of the state, but why should such highways be built unless the tier of counties through which such highways would pass are willing to pay their part of the cost? A continuous state highway is desirable and should be built at the earliest possible moment, but with the limited amount of money now available for the purpose, it can not be done.

I have made a careful study of what is known as the Illinois plan for road building. The people of Illinois recently voted a 60-million dollar bond issue for the construction of 4,800 miles of roads. The interest and sinking fund of this bond issue is to be paid within the next 25 years from the receipts of automobile licenses. This is an excellent arrangement for Illinois but it would not be practical for Missouri. Illinois has only threefourths of the area of Missouri but has twice the number of automobiles. In other words, with one-half the amount of receipts from automobile licenses, we could cover less than one-half of the state under a similar plan.

The building of a completely connected system of 6,000 miles of hard-surfaced roads, reaching every county of the state, should be undertaken at the earliest possible day. It is estimated that this would cost 60 million dollars—a small sum for this great state to invest and repay during the next thirty years.

I suggest that your road committees hold joint sessions for the purpose of public hearings, to the end that the State Highway Commission, all commercial, labor, farm, automobile, good roads and other organizations interested in the subject may present suggestions, that out of this common counsel an agreed plan may be devised and submitted to the people at a special election.

In the event of a state bond issue and the construction of 6,000 miles of hard-surfaced roads, a part of the automobile license could be used for liquidating the bonds and the surplus for maintenance and repair.

The Highway Commission would welcome any inquiry or investigation into the affairs of that department.

DEPARTMENT OF AGRICULTURE

Attention is called to the energetic and efficient war time work of the State Board of Agriculture and its officers in charge of the department and the State Fair. Increased crop yields, under improved and more profitable methods, have been fostered, hog cholera put under control and live stock production promoted in co-operation with other agencies. While its basic laws are in satisfactory form, modeled from the Board of Agriculture of England, and for more than a half century proving the merits of the Missouri Board plan, yet certain amendments and additional legislation are suggested in the interest of after-the-war needs.

I recommend the revision of our indemnity law to share the burden of expense between county and state and also to take advantage of the new co-operative act of the federal government providing that under certain regulations the United States Department of Agriculture will pay $25 on grades and $50 on pure bred tubercular cattle.

2. Revision of quarantine and regulatory laws relating to live stock to eliminate conflicting and out of date acts, meeting recent court decisions.
3. Seed regulation, fostering larger crop production.
4. A modern law on co-operation.

5. A law encouraging sheep raising. We are all friends of the dog, but in order to be a friend to the dog it is not necessary that we should be any less the friend of the farmer or the state and its material growth and prosperity. I, therefore, most earnestly recommend that a law be enacted by this Assembly which will protect the sheep grower from the depredations of dogs. The day of the unrestricted dog should be a thing of the past. I suggest a law similar to that now in effect in other progressive states, which law provides for county funds created from State license on dogs, such funds to be used to indemnify owners of sheep for damages sustained by their depredations.

Sheep have decreased 12 million head in the United States during the last 17 years. Recently inquiry was made of 5,000 farmers as to the cause of this decrease. All but eighteen replied, "Dogs." There is a worldwide shortage of wool and mutton.

ELEEMOSYNARY INSTITUTIONS

In no department of the state government has such splendid progress been made as in its eleemosynary institutions. The State Board of Charities and Correction makes the following statement in regard to these institutions:

> "Without exception, conditions at the various penal, charitable and eleemosynary institutions of the state are satisfactory. Notwithstanding the high cost of living, there will be practically no institution deficit at the close of the biennial period. The management of the institutions is on a basis of merit and efficiency. We have never known a time when there was as little discord and friction as at the present time."

Nothwithstanding their splendid present condition, and in order that this may be continued, I recommend to your honorable body, as I did to the 49th General Assembly, the passage of the act known as the Hospital Commission Bill.

I further recommend that the allowance paid by the counties for the support of county patients in these institutions be advanced to meet present conditions and prices of food and supplies. The rate of $13.00 per month was fixed twenty years ago. It is a matter of common knowledge that a price basis fixed at that date is utterly inadequate for present day needs.

BEER AND SOFT DRINK INSPECTION DEPARTMENT

The receipts of the Beer and Soft Drink Inspection Department for 1917 was $441,930.05, and for 1918 $369,-155.87, and for the biennial period they totaled $811,585.92, of which amount $61,472.27 was the sum realized from the soft drink inspection law from June 18, 1917, to December 1st, 1918.

The rulings of the Fuel Administration limiting the use of coal by manufacturers of non-alcoholic beverages, the order of the Food Administration probihiting them from using grain, and the general sugar famine prevailing during the past 18 months, curtailed the manufacture and sale of these beverages, the Inspector believes, from 60 to 80 per cent during the biennial period.

The law, in its essential features was based upon the beer inspection statute. Experience discloses many lines of divergence and dissimilarity in the subject matter of the two statutes, so that a complete revision is advisable. The soft drink inspection fee of 1-2c per gallon did not prove burdensome to the business. Such beverages are luxuries, and a larger inspection fee could be borne by them without damage to the industry.

INSURANCE DEPARTMENT

During 1917, the Insurance Department collected fees aggregating	$822,609.77
In 1918, collections from the same source amounted to.	941,384.94
Grand total for the biennial period in fees and taxes	$1,968,567.96

The rates charged for fire insurance risks in this state have long been a subject of controversy between the insurers and the insured, this Department acting as a sort of referee. In 1918 the fire insurance companies filed an application for permission to add a surcharge of 10 per cent on all risks carried in this state. They claimed they were transacting business in this state at a loss, and that the war-time conditions brought about greater hazards and greatly increased prices of materials for replacement and other unusual expenditures entitled them to this increase so long as war-time conditions prevailed.

The Department refused the application because it was firmly of the opinion that not an increase of rates, but the prevention and elimination, in so far as possible, of fires of an incendiary origin was the solution of the rate question. These fires not only cost thousands of dollars each year, but they have a tendency to weaken the moral fiber of our citizenship. Insurance rates are based upon the aggregate amount of all losses, honest and dishonest. Therefore, the honest buyer of insurance must pay a greatly increased rate because the rate must be sufficient to cover the dishonest losses. This is not right and every good citizen desires the elimination of illegal and unjust claims for losses based upon a fire having its origin in dishonesty and manipulation.

Therefore, the department will recommend the enactment of what is commonly known as a "fire marshal law." Thirty-four states, including all the states contiguous to Missouri, have such a law, and those who have made a study of the question are convinced that it is effective in reducing losses and bringing about a corresponding reduction of rates.

BANKING DEPARTMENT

The past two years have been crowded with unusual events in which the bankers of the state played an important part. In many instances bank officers and valuable men in minor positions (experts in their lines), have been called out for service and their positions occupied by those of less

experience. Nevertheless, the bankers have maintained a full speed forward as shown by their accomplishments and by their present condition. I am gratified to report State Banks and Trust Companies in a splendid condition. The deposits are the highest in the history of the State. This applies alike to demand, time and savings deposits. Their cash reserve is far beyond legal requirements. During the biennial period the following increase in essential features is shown:

Total resources have increased		$193,815,241.81
Loans have increased		83,121,090.00
Bonds and stocks have increased		67,758,299.48
Cash and sight exchange		18,732,572.80
Capital, surplus and undivided profits		6,502,253.34
Demand deposits have increased	$114,974,703.78	
Time deposits have increased	4,988,952.72	
Savings deposits have increased	10,182,547.83	
Total increase in all deposits		$130,146,204.33

At this time deposits of all kinds are six times the capital and surplus. The interest-bearing obligations approximate six times the capital and surplus. The cash reserve maintained is 37½ per cent of demand deposits, or 35 per cent of demand and savings deposits.

Other than the excessive labor involved during the period, the banks have been as free from financial fears and distress as other periods. A rapid transition to a peace basis is being made. The education in thrift will be of lasting benefit and the banks are rightly looking forward to bigger and better business.

Number of institutions receiving deposits January 1, 1917, 1,382.

Number of institutions now receiving deposits, 1,408.

Increase of banks and trust companies, 26.

On account of insufficient business, or because of unsatisfactory conditions, three institutions have been closed

for liquidation by the Banking Department. With the exception of probably one instance, they can not be classed as failures to the extent that depositors or other creditors will suffer. Approximately 90 per cent of the banking institutions in the state are state institutions and under the supervision of this Department. The Department, under the able management of Col. C. F. Enright, is one of great usefulness to the bankers and the public.

THE PUBLIC SERVICE COMMISSION

The war very greatly increased the duties and responsibilities of many of the departments of the state government. Owing to the heavy increase in the prices of everything, many of them have found their tasks increasingly delicate and difficult as compared with what they were in normal times of peace. This was particularly true of the Public Service Commission, the body charged with the duty and responsibility of regulating all the public utilities of the state under private ownership.

During the biennial period, the Commission has considered and passed upon 768 formal applications and complaints and adjusted hundreds of informal complaints. The important cases determined by the Commission are contained in its published reports, and an outline of its work may be found in its biennial report which will be transmitted to you.

Had there not been a regulatory body, most of the public utilities of the state would have increased the rates charged for service at pleasure, and the only remedy for the people would have been a resort to the courts with all the well-known attendant expense and tedium.

Many of the 47 states having Public Service Commissions or Boards inacted the law creating the same before Missouri had legislation on the subject. I understand the Missouri enactment embraces the best features of the laws of other states, therefore, any proposed changes or amendments to the law governing the Commission should be closely scrutinized and carefully considered.

STATE GRAIN AND WEIGHING DEPARTMENT

This department was not created for the purpose of providing revenue; yet by careful management during the past biennial period the Commissioner has been able to pay all expenses of the Department.

BUREAU OF MINES

The Mine Inspection Law enacted by the 49th General Assembly has been a success. Before the enactment of this law, this department was a burden to the taxpayers of the state. At the end of the biennial period, we will be able to turn into the State Treasury, after paying all expenses, a sum approximately five thousand dollars. While it was not the intention to make this department a revenue producer, yet, since it is highly important to both mine operators and miners that the mines be inspected, it is just as well that the beneficiaries should pay for the operation of the law.

The amount collected since April 1, 1917, when the law became operative, to December 31, 1918, is $40,013.63. Amount of expenditures for the same period, $36,335.65. During 1918, approximately six million tons of coal were mined in Missouri. This is one million tons more than during 1917. Under the direction of the Chief Mine Inspector, all the different kinds of mines of the state were inspected as to their safety and sanitary conditions at least four times during the year. The results of this Splendid Inspection System is apparent when it is found that only 14 were killed in Missouri mines during the whole of 1918. By far the lowest percentage in America.

BUREAU OF LABOR STATISTICS

The Missouri Department of Labor has during the biennial period successfully exercised its friendly offices to the end that it might be an important factor for industrial peace. The state's free employment offices, established and

maintained primarily to solve the question of unemployment, became at once a nucleus for the U. S. employment service in Missouri, whereby the government mobilized and recruited vast numbers of laborers for the cantonments and numerous war activities; also, in mobilizing and distributing farm labor.

The statistical work of the department in presenting the annual industrial record of the state has given Missouri much valuable publicity. Requests for the Missouri Red Book come from every part of the United States. It is shown from the latest issue of this publication that Missouri manufacturers have passed the annual billion-dollar mark.

FOOD AND DRUG DEPARTMENT

The Food and Drug Department protects the health of the people of the state by detecting and prohibiting the sale of adulterated drugs, and by the inspection and forcing from the markets foodstuffs unfit for human consumption. An amazing improvement has become apparent to even the most casual observer in the sanitary condition of the public markets and in all places where food and drugs are manufactured, stored or sold.

This Department has saved to the people of the state a sum sufficient to have paid for its support on a most liberal scale over and over again. Eternal vigilance is the price we must pay to guarantee the protection of the public against fraud and adulteration.

I recommend that you enact a statute for the inspection of weights and measures, and imposing a license tax. Such a law is urgently needed. The public is entitled to know that every scale in the state measures accurately.

I further recommend that an inspection fee be placed upon all slot machines and automatic sales machines of every character in this state. It is common knowledge that many of these machines are constantly out of order, and thousands are owned by corporations outside the state which pay no general property or other tax.

I also recommend that weights and measures be placed under the control of the Food and Drug Department so that the same inspectors may attend to these duties. The state is also entitled to a revenue from both of these sources.

HOTEL INSPECTION DEPARTMENT

The 49th General Assembly enacted a new hotel inspection law. This law provided for a new system of licensing hotels, different rates, etc. In many respects it has worked admirably. Under the present efficient management, the hotels of the state have been regularly inspected.

OIL INSPECTION DEPARTMENT

For the last two years the Department was able to turn into the general revenue fund an increased amount of $151,-344.90. This splendid result has been accomplished by compelling the observance of the law and an inspection of all oil received into the state and a payment thereon of an inspection fee.

In addition to this large increase in receipts, the department has inspected over 2,000 self-measuring retail oil stations and thereby has been of great service to the public by compelling accurate measuring at all of these stations.

DEPARTMENT OF FACTORY INSPECTION

The all important task of this department is to prevent accidents, improve sanitary conditions and make ventilation and pure air an accomplished fact in every factory by a systematic and thorough system of inspection. The work of the department during the past two years has been materially broadened by giving helpful advice upon questions of health, ventilation and sanitation at no cost to the employer or the employe.

After deducting the cost of operating the department the last biennial period, the surplus was	$14,445.41
The largest surplus for any pervious biennial period was	5,540.80
A net gain of	$8,904.61
The total number of inspections during 1918 reach	$20,619
Increased number of inspections for the biennial period	5,388
Cost for each inspection	$1.01
Average receipts per inspection	1.35

STATE BOARD OF HEALTH

In view of the fact that the public health of the nation is its greatest asset, and realizing our present statutory deficiencies for protecting the health of the people, as indicated by recent emergencies and statistics available since the outbreak of the war, and in view of the fact that the military efficiency of the United States has been seriously impaired by reason of the prevalence of communicable diseases, particularly venereal diseases, from which 11 per cent of the men in the first draft inducted into service were infected, it is apparent that we are in need of laws empowering the State Board of Health to better protect the public health, to determine the reportable communicable diseases, and to require that such be reported under penalty for non-compliance. It is also necessary to delegate to that body adequate and full supervision of all public health work throughout the state whereby the present emergency and future emergencies of similar nature can be met.

It is also necessary that a special fund be appropriated and placed at the disposal of the State Board of Health for co-operation with such allotments due from the federal appropriation as are made available by the passage of the Kahn-Chamberlain Act, and which can not now be placed at the disposal of the Missouri State Board of Health because of the failure to provide statutory power by which the State Board of Health can comply with the provisions imposed.

A bill for your consideration will be presented by the Department. The purpose of the bill will be to completely reorganize and modernize this branch of state work. The expansion of the work will require a considerable amount of money which we are unable to supply from the ordinary receipts of revenue. Therefore, as the control of communicable diseases and their bearing upon marriage are of such tremendous importance, it seems to me very fitting that a state marriage license of $2.00 should be imposed to meet the expense of the work contemplated by the Department. Other important reasons might be assigned for keeping an accurate record of marriages. Matters of litigation, wills, inheritances, etc., would be greatly aided by such record. A state record of this kind, running back for many years, would be of inestimable value to the public.

STATE GAME AND FISH DEPARTMENT

I believe the time has arrived when the legislature, reflecting public sentiment, will take up the propagation of fish as a serious matter. For many years the fish resources of the state were looked upon as a means of sport for those so inclined; but the growing importance of fish as a food supply, both for the present and the future, has changed the ideas of our citizens and from this time on every fish planted in private and public waters will be considered an asset for food purposes.

I am pleased to report to you that fish has been of great value to a large percentage of our people during the war. This is particularly true of the many sections of the State where the population is too sparse to support any regular meat dealer, such as the new farming communities in the big ditch country in the southeastern part of the state. The legislature should undoubtedly take steps for the establishment of several fish hatcheries. Reports from all parts of the state indicate the beneficial results that have followed the systematic stocking of public and private waters. The ever increasing number of anglers

has caused a very heavy drain upon the streams and lakes; but bass have appreciably increased in most of the streams where proper conditions have prevailed. With the increasing number of anglers, also the ease with which they now reach the streams, and the increasing zest for outdoor recreation, such as angling, will come greater demands upon our one hatchery, at Forest Park, St. Louis. The production of fish at this one hatchery during 1917-18 has been up to the limit of producing facilities. The past two years have been the most successful in the output of black bass since the work of fish culture began in Missouri, more than thirty years ago. Plans for the season of 1919 contemplate a still further enlargement of the work. The production of black bass at the Forest Park hatchery has been greater than the production of any single hatchery in the United States. The fish raised during the past two years had a marketable value of one hundred thousand dollars. The cost to the state was only twenty thousand dollars. The fish car traveled many thousand miles during the years of 1917-18, planting bass, crappie, sunfish and catfish in public and private waters in all sections of the state.

The Missouri State Fish Commission earnestly recommends that an Angler's License Law be enacted, the law to apply to residents and nonresidents. The Commission makes this recommendation with the absolute conviction that if such a law is enacted the annual revenue will be ample to carry on all work of propagation, distribution and the maintenance of hatcheries. This result could be secured by an annual license fee of one dollar to be paid by male residents over 18 years of age, and two dollars to be paid by nonresidents.

In my judgment, the State Game and Fish Department and the Fish Commission should be consolidated and placed under the supervision of the State Game and Fish Commissioner. The deputies now employed in the Game and Fish Department could then, of course, enforce not only the game laws, but the fish laws as well. The Game and Fish Commissioner should be given authority to employ a special

assistant to have supervision of the hatcheries and distribution of fish.

By rigid enforcement of the laws and collection of hunters' license, the Game and Fish Department has accumulated $27,845.35 for the purchase of a state park.

DRAINAGE, WATERWAYS AND CONSERVATION

Of the many lessons taught us by the war, and the conditions resulting therefrom, none has come with more force, nor been of more value, perhaps, than the awakening to the need of a more careful conservation of the resources with which Nature has so bountifully blessed us. The urgent demand for food, both at home and abroad, demands the maximum production of every acre. The idle acre is not only a liability, but may become and frequently is a menace to the community. The drainage and levee systems have reclaimed and protected more than four million acres of swamp and overflowed land in this state. Many thousand acres of the most fertile and productive lands are still lying idle because of overflow. Other thousands of acres are going out of cultivation every year as a result of erosion of the soil due to careless and indifferent methods of cultivation. The Department of Land Reclamation has rendered excellent service and a large number of successful projects, aggregating many thousands of acres, has been instituted and carried to successful conclusion as a result of its activities.

The Federal Government, through the Department of the Interior, has established a reclamation service and is seeking to co-operate with the various state governments. A liberal appropriation has been made by the Congress of the United States for the prosecution of this work. Many of the states have already taken advantage of this aid and are in full co-operation with the Federal Government.

In this connection I wish to direct your attention to the plan outlined by the Secretary of the Interior which proposes to furnish each returning soldier and sailor a farm if he de-

sires to take up farming. The lands to be used for this purpose are to be taken from our reclaimed lands and from the cutover timber lands. They are to be furnished to the occupant on long time and easy terms of payment.

We should so frame our laws at this time as to be able to take advantage of the opportunity to secure for our state the maximum benefit from this excellent program instituted by the Federal Government.

Therefore, I recommend the work of this department be enlarged and extended to the study of flood protection, and the investigation of the cause of overflows and the extent of the losses resulting therefrom. The department should also be empowered to fully and freely co-operate with the Federal Government in all work of this character.

ROYALTY ON SAND AND GRAVEL

Corporations, co-partnerships and individuals are taking from our streams sand and gravel, for which they do not pay a penny, and are selling it to our citizens. This sand and gravel belongs to the state. I recommend the enactment of a law which will provide for the payment of a royalty to the state for all sand, gravel and other material taken from the beds of all streams belonging to the state, and that the administration of the law be placed with the Land Reclamation Department. It is estimated that approximately one million tons of such materials, belonging to the state, are taken from the streams each year. A reasonable royalty thereon is just and will provide funds for the maintenance of this department.

STATE TAX COMMISSION

The assessment returns to the State Tax Commission, for 1918, should be ready within a few weeks. At that time the report of this Commission will be submitted to you and I shall then take occasion to discuss the matter by special message.

The budget system, or a scientific estimate of receipts and expenditures, has come to be considered a necessity in government. Such a budget will be submitted to you by the Commission and I am confident you will find it a valuable aid and guide in making appropriations. The Commission which prepared this budget is composed of men of large public experience. They have given the subject exhaustive study and thought, and I believe this the first budget presented to a Missouri Legislature, will mark a distinct forward step in the correct solution of an equitable distribution of revenue.

NEW CONSTITUTION

Our present state constitution was framed in 1875. For many years it was considered the model state constitution of the country and for many years served its purpose well. Had not its framers been men of great vision and foresight, this state would have been crippled far more than it has been. But even their great insight into the future could not foretell events with which the present generation have to deal. So today, we find our constitution inadequate for our needs. It does not fit our time. It does not fit the size of the state. It does not permit full expansion of the state. I suggest that you submit to the people the question of calling a Constitutional Convention at the next general election.

FEDERAL PROHIBITION AMENDMENT

I shall have the honor of transmitting to you the official copy of the proposed amendment to the Federal Constitution prohibiting the manufacture and sale of intoxicating liquors in the United States.

I call your attention to the fact that the platforms of both the leading political parties pledge the people that their members of the Legislature will promptly act upon this amendment, and I have no doubt but that this pledge will be kept.

THE CAPITOL BUILDING AND CAPITOL COMMISSION

The Capitol Commission has advised that from a structural standpoint the Capitol building has been completed, but that the interior should be painted. This should be done at once in order to eliminate the glare of the white surfaces of the plastered walls and to harmonize them with other portions of the building.

This painting does not include those ample spaces reserved by the architect for mural decorations. The Commission received sealed bids for the painting but the contract was not let for the reason that the money required for the purpose was unavailable.

Therefore, I recommend the appropriation of the sum of twenty thousand dollars from the Capitol Tax Fund to provide the money required for this purpose. This method will not take any money from the general revenue, and there is a precedent for it in the action of former General Assemblies.

I further recommend the appropriation of $25,000.00 out of the general revenue fund for the purpose of completing the improvement of the Capitol grounds. The grading should be finished, walks and driveways completed, trees, plants and flowers planted in order to form a setting worthy of the building.

The Capitol Commission has practically completed its work. It has performed an important service for the state in an honest, straight-forward, business-like manner. There is not even a suspicion of fraud or dishonesty in all the work of the Commission which involved the expenditure of more than three and one-half million dollars. The members of the Commission richly deserve, and I am sure will have the deep appreciation and lasting gratitude of the citizens of the state.

MORTGAGE RECORDING TAX LAW

The mortgage recording tax imposes a uniform rate on all mortgages securing real estate loans, and guarantees the

collection of the tax from all by whom it should be paid. It substitutes a low uniform rate which all will pay for the present confiscatory rate which is paid by few.

For more than a century, the direct application of the general property tax to intangible personal property has been tried in all of the states of the American Union, and has everywhere failed. No method of administration has been devised which would make it a success.

The mortgage recording tax has been adopted by many of the most progressive states in the Union and has everywhere been a success. It has in practice resulted in producing increased revenue to the state, and at the same time has resulted in reducing interest rates on real estate loans. It meets the demands of that fair and just rule of taxation which requires that all shall pay a uniform rate, yielding the maximum revenue and at the same time imposing the minimum burden on those who, in the last analysis, pay the tax.

I recommended to the 49th General Assembly the passage of such a law. As an example of the benefit the state would have received, had such a law been passed at that time, I may mention that the state would have received from securities issued by the Missouri Pacific Railroad alone a recording fee of 175 thousand dollars. I again urge upon your honorable body the passage of such a law at this session, and I fear that unless this is done that loans on Farms and Real Estate will become growingly difficult to negotiate with correspondingly increasing rates because of the fact that millions of dollars of government bonds and other tax exempt securities are now on the market.

WORKMEN'S COMPENSATION ACT

I desire to recommend for your consideration, as I did to the 49th General Assembly, the enactment of a Workmen's Compensation law. Practically every progressive state in the Union now has upon its statute books a workmen's compensation act. Missouri has not been fair

to her workingmen in this respect. The states have adopted different methods of compensation, all of which will, doubtless, receive your careful consideration. We should have a just, reasonable and fair workmen's compensation law, fair to the public, fair to the employe and fair to the employer. I earnestly urge that you enact this important legislation as a part of the great record which I feel assured you are going to write during this session.

THE MISSOURI CHILDREN'S CODE

The code of children's laws presented to the 50th General Assembly by the Missouri Children's Code Commission has a two-fold claim to your careful consideration. Not only must Missouri keep abreast with modern legislation, but we must prepare now for the problems which will confront children in the state in the period of reconstruction ahead. We can no longer overlook the high infant death-rate; we must properly care for the dependent, delinquent and defective children; we must educate and train the citizens of tomorrow to assist in the development of the new democracy.

The work of the Children's Code Commission is of a high type and of the greatest importance. The Commission has made careful study of the laws of the state affecting children. Its recommendations include revision of present statutes not in harmony with modern thought, as well as entirely new legislation. The program aims to bring Missouri laws relating to children up to the most modern standards, and to provide for the children of the rural districts the same service as is given children in the cities.

When we consider that sixty-five per cent of the juvenile population in the state live in the rural communities we realize the importance of the problem of administration of the laws in the counties. The plan for the appointment of county superintendents of public welfare is an important feature of the Code.

Laws are proposed for the protection and training of child workers; for the treatment of juvenile delinquents; for

the support of children born out of wedlock; for the care of defective children and to safeguard the health of children all over the state.

REVISION OF THE CIVIL AND CRIMINAL CODE

We have not kept pace in this state with the progress made elsewhere in the reformation and modernizing of court procedure. The complaint has long been made, and never denied, that with us procedure is too technical, litigation costs too much and the final determination of causes can be too long delayed. The constitution of this state provides that "justice shall be administered without sale, denial or delay," but delay oftentimes amounts to a denial. And if litigation be so expensive that only the rich dare go into court, then is justice denied, if not sold. You will, therefore, I am sure, agree that this is not a matter of mere professional interest, but a matter that vitally concerns all of our people.

Some of the evils complained of can be remedied only by constitutional amendment, but in the past several years much earnest effort has been made to remedy present conditions so far as may be possible by statutory amendment and revision. To this end a number of measures have been carefully prepared by competent committees, amending and revising the present civil and criminal codes and other related subjects, which it is believed will give a large measure of relief. These measures, which will doubtless be presented for your consideration, have been endorsed by the Bar Association and Judicial Conference of the state, and it is hoped they may have your approval and thus be written into the revised statutes of the state.

NEGRO COMMISSION

On the anniversary of the birth of the Immortal Lincoln, last February, I appointed a Negro Industrial Commission, selecting for the membership of the Commission representative men and women of the race. This Commission has

made a study of the moral, educational and industrial conditions obtaining among the negroes of the state with a view of ascertaining their needs and recommending measures calculated to meet the same, and generally to lend assistance in all forward and uplifting movements. The Commission also made special effort to stimulate war work among the colored people, acting in this particular along the lines of effort undertaken by the Council of Defense. The Commission has made a report which I will later transmit for your consideration and such action as you may determine.

REVISION OF THE STATUTES

In compliance with an act passed by the 49th General Assembly, I appointed a Statute Revision Committee. It is my understanding that it is the duty of this Committee to do the preparatory work necessary for the revision of the statutes. I presume this Committee will shortly report its work to each body of the Assembly, recommending the passage of such bills as are essential to a thorough, complete and intelligent revision of our statutory enactments. The makers of the constitution recognized the importance of this work and provided that the revision session might be much longer than others. I am sure you appreciate not only the importance but the magnitude of the work and will adopt wise measures to expedite it and assure thoroughness.

CONSTITUTIONAL AMENDMENTS

The war has brought to light some incongruities in our constitution which we should hasten to correct. It gives the right of suffrage to foreign-born persons upon their filing a declaration of their intention to become citizens, though they may never complete naturalization and be admitted to citizenship, while it denies the franchise to the soldiers and sailors in the regular Army and Navy of our country.

Therefore, I recommend the submission of amendments striking out these absurdities by making citizenship a

qualification for suffrage, and giving the ballot to the men of the Army and the Navy and Marine Corps.

WOMAN'S SUFFRAGE

I call your attention to the question of equal suffrage. If any reason for doubt has existed in the mind of any citizen of this state that the wives and mothers were entitled to the ballot, their glorious inspiration and the patriotic work they have performed during this war must have dispelled that doubt. Let us give the women of Missouri the right of the franchise at the earliest possible moment. I suggest that you memorialize the Congress urging the submission of the Amendment to the Federal Constitution providing for equal suffrage. This is but simple democratic justice and should not be delayed.

SUMMARY OF RECOMMENDATIONS

1. Council of Defense.
   (a) Appropriation to cover expenses of the State Council of Defense.
   (b) Authority to issue certificates of patriotic service to members of the Council of Defense and members of all auxiliary war boards.
2. Soldiers.
   (a) Appropriation for National Guard and Home Guard.
   (b) Appropriation for Memorial to the 140,000 Missouri Soldiers and Sailors.
   (c) Commission to locate and mark battlefields in France on which Missouri's Soldiers fought and died.
   (d) All soldiers and sailors be given right of Franchise.
3. Education.
   (a) Careful study of survey submitted in message, and in view of the deplorable condition of rural schools, as revealed by said survey, and the large amount of money the state will set aside for school work

the coming two years, that the Legislature consider the advisability of classifying public schools for the purpose of requiring the minimum of equipment and facilities.

(b) That no language be taught in the elementary public schools other than the national language.

(c) That no teachers be employed in the public schools other than American citizens.

4. Amendment to constitution permitting all soldiers and sailors to vote.
5. State Income Tax—Section 32, to be repealed.
6. State Highways.
   (a) State Bond Issue of 60 million dollars to build 6,000 miles of surfaced roads, the automobile tax to be used for maintenance after roads are built be submitted at special election.
   (b) Full and thorough investigation of the administration of the present road law.
7. Agriculture.
   (a) Revision of our indemnity law to articulate with the new federal law.
   (b) Revision of the quarantine and regulatory laws.
   (c) Seed regulation.
   (d) Modern law on co-operation.
   (e) A law to encourage sheep raising.
8. Eleemosynary Institutions.
   (a) Allowance paid by counties for support of county patients to be raised to meet present cost of living.
   (b) Abolition of all local boards and establishment of a Hospital Commission of three members to have charge of all eleemosynary institutions of the state.
9. Beer and Soft Drink Inspection be reorganized and a higher tax on soft drinks to compensate in part for the reduction in beer inspection fees.
10. Insurance Department. The consideration of a Fire Marshal Law is recommended.

11. Food and Drug Inspection. The inspection of weights and measures and all slot and automatic sales machines to be placed under this Department for inspection and license.
12. State Board of Health.
    (a) Complete reorganization of the Department.
    (b) Power be given this Board to have full supervision of public health control, and control of communicable and venereal diseases.
13. Fish and Game.
    (a) The consolidation of the State Fish Commission with the State Game and Fish Department.
    (b) A license fee of one dollar for fish license, the fees to be used for the purpose of building state fish hatcheries and the distribution of fish.
14. Drainage, Waterways and Conservation.
    (a) The Department to be enlarged and reorganized to articulate with the Federal Departments.
    (b) Royalty be charged for sand and gravel taken from State property.
15. Budget System. The first budget in the history of the state will be submitted by the State Tax Commission. It is recommended as a guide in making appropriations.
16. Federal Prohibition Amendment. Prompt action is urged as promised by both leading political parties in their platforms.
17. New Constitution. Consider the question of calling a constitutional convention to be submitted to a vote of the people.
18. Constitutional Amendments.
    (a) Memoralize Congress to submit Federal Amendment Granting Woman's Suffrage.
    (b) Prohibiting Aliens from voting.
19. New State Capitol. $20,000.00 to be set aside for painting and $25,000.00 to be set aside for grading and completing the grounds.
20. Mortgage Recording Tax law.
21. Children's Code.

22. Revision of Civil and Criminal Codes.
23. General revision of statutes.
24. Workmen's Compensation Act.

CONCLUSION

Never in the history of the world has the word "government" meant so much to the people as it does today. Never has the opportunity and responsibility of the representatives of the people been so great. We have but to compare the viewpoint the people had of government twenty-five years ago with the viewpoint today to be very forcibly impressed with this fact. Then the individual was the controlling factor in life. Whether right or wrong, the viewpoint of the public has evidently changed for now we find the government exercising control over commerce, education, society, industry, food, raiment, health, transportation and domestic affairs. It is, therefore, doubly important that certain legislation be enacted by you, and other proposed legislation be rejected. As the responsibilities of the government have increased, the necessity for the law-maker to discriminate has likewise increased.

We are firm in the belief that the fundamental principles of our government are sound and that they will weather any storm. The world has questioned whether a democracy would stand the test of a great crisis. We have demonstrated that even a decentralized democracy can be organized and made as efficient as any autocracy in time of war. If we have been able to perform this great task in the stress of war, may we not now confidently hope to perform an easier task in the time of peace? As we have been united in war, may we not pray for a united sentiment in peace?

Missouri is truly a great state. Behold her God-given resources—her virgin forests, fertile fields, rich mines of coal, iron, zinc, lead, cobalt, nickel and asphalt, wells of oil, a remarkable climate and miles of waterways for transportation. Her natural location is such as to make us the

heart of America. But a state's progress does not depend upon her natural resources alone. Much depends upon the imagination and initiative of her people. Many nations of vast natural resources are in a state of lethargy, while many of limited resources are leading the world's thought and action.

We live in an age of initiative and progress. Should we not indulge in a certain amount of dreaming, remembering always that there is no record of a man who was really a prophet, a statesman, a soldier or a builder who was not a dreamer and who did not act upon his future vision. Upon your work will depend in a large measure the opportunity of our citizens. It will devolve upon you to say whether or no Missouri's reputation as the great war state is now to be converted into the great, progressive peace state of the Union.

We frequently hear these days that the various "isms" are sweeping over us from the East and will destroy the principles of our great government. I do not think so. What is known as Bolshevism, which seems to typify all the evil "isms," has been rightly defined as "not a political system but a social disease. An opportunity for the criminal element to glut their appetites for robbery and murder." If Russia is a fair example, this is a good definition for we know that Lenine and Trotsky have been the greatest traitors in the world's history since Judas Iscariot. Had they been faithful to their trust, million of lives would have been saved to the human race. We want none of them nor of their kind in this country. This is the land of the free, but not the land of those who would live upon the earnings of others. It is not the land of class hatred, anarchy and license. It is the land of one flag. Red is a beautiful color; but when it is used upon the streets of this state as an emblem it must be used with an alternate stripe of white, with a field of blue on which are emblazoned 48 stars.

Our flag represents not only the hopes and aspirations of our people as kindled by a civilization founded upon the teachings of the lowly Nazarene, but it especially symbolizes

the great principles of humanity and the brotherhood of man which should guide us in all official conduct and action as the servants of all the people. If in the study and solution of all the questions with which we have to do, we apply these great doctrines, we shall make equality of rights and opportunity, reciprocity of duty and the supremacy of community demands and interests a happy realization.

May God watch over and guide you in your deliberations. May you constantly have in mind that this is the day for patriotism and service to your state and nation—for such service as it has been given to but few men to render. May we ever have in mind "our nation—one flag, one land, one heart, one hand, one nation forevermore."

Respectfully submitted,
FREDERICK D. GARDNER,
Governor.

EXTRA SESSION MESSAGE

JULY 2, 1919

From the Journal of the Senate, Extra Session, pp. 2195-2196

To the Senate of the Fiftieth General Assembly of Missouri in Extraordinary Session:

Since the adjournment of your late regular session our National Congress has submitted an amendment to the Federal Constitution for action by the states providing for woman suffrage, and I am herewith transmitting through the House of Representatives, the certified copy thereof forwarded to me by the Secretary of State.

In the onward march of modern progress of the present day I felt constrained to believe that the ratification of this long deferred right of womankind should not be further delayed by our progressive state and I entertain an abiding faith that you will give the subject favorable consideration. Equal suffrage has long since passed from the experimental stage. It is well supported from the standpoint of clean, wholesome and progressive government. Moreover, it is a just, equitable and well merited right of woman. It comes at th's time as a peculiarly fitting tribute to the noble mothers who gave their sons to the nation; to the heroic women who participated in overseas duties and to all women who so faithfully and patriotically kept the home fires burning during the late war.

Missouri is taking first rank in agriculture, education and general industry, now let us take the initiative in this, one of the most pertinent and righteous questions of the present day.

I have been inopportuned [*sic.*] from many quarters to bring to your attent'on practically every subject matter upon which you rendered adverse decision at the session just ended. The purpose of the call for this special session is to consider the ratification of the constitutional amendment, and I have neither inclination nor desire to obscure or overshadow the main issue by bringing before you other

independent subjects. I herewith transmit the opinion of the Attorney-General upon the legal phase of the question.

Respectfully submitted,

FREDERICK D. GARDNER,

Governor.

June 30, 1919.

Honorable Frederick D. Gardner, Governor of Missouri.

Dear Governor: Responding to your letter of the 13th instant, in which you recite the text of the proposed amendment to the Constitution of the United States which you expect to submit to the extraordinary session of the General Assembly and in which you inquire as to what changes will be necessary in our election laws to make the amendment operative in this state with reference to qualifications of voters as to age, residence, etc., registration and the number of ballots provided for the use of voters, I beg to say, the rule is well settled that the effect of the proposed amendment to the Constitution of the United States, if adopted, will be to annul every provision of the State Constitution and the statutes which limits the exercise of political rights to males. The qualifications of voters in this state are fixed by section 2 of article VIII, which reads as follows:

"Every male citizen of the United States, and every male person of foreign birth who may have declared his intention to become a citizen of the United States according to law, not less than one year nor more than five years before he offers to vote, who is over the age of twenty-one years, possessing the following qualifications, shall be entitled to vote at all elections by the people:

"First, he shall have resided in the State one year immediately preceding the election at which he offers to vote.

"Second, he shall have resided in the county, city or town where he shall offer to vote at least sixty days immediately preceding the election."

The adoption of the Federal Amendment will, in effect, strike the word "male" from that provision and give to qualified persons of both sexes the same right to vote.

The qualifications required of female voters as to citizenship, age, residence, etc., will be the same.

The statutes generally prescribe that the number of ballots to be furnished to each precinct shall be twice the number of votes cast in that precinct in the last preceding general election. I take it that those provisions are merely directory as to the number of ballots to be furnished, and that it would be the duty of the ministerial officers who are required to provide the ballots to take into consideration the unusual increase in the number of voters and provide a sufficient number of ballots to meet the requirements of all voters. It would not be amiss, however, for the General Assembly to investigate these provisions and, if they deem it necessary, so amend the provisions of the various statutes dealing with the number of ballots furnished as to require the furnishing of an ample number to meet the new conditions.

The proposed amendment is broad in its terms and may enable women to exercise political rights other than the mere right to vote considering only the exercise of the right to vote about which you inquire, I am of the opinion that the adoption of the Federal Amendment, without any change in the state laws, will make that right effective.

Mere changes in the details of the machinery of the election law can be made by the Legislature under the present State Constitution, but I seriously doubt whether the present extraordinary session could make any change in the substance of the law on the subject of the qualifications of voters, if such should be necessary, because the provisions of the State Constitution which I have quoted remains in full force and effect until superseded by the adoption of the amendment to the Federal Constitution, and any act of the General Assembly in violation of the terms of the State Constitution would be invalid, and if invalid as in violation of the Constitution, at the time of its passage, it would not be rendered valid by the subsequent adoption of the Federal Amendment.

Respectfully,

F. W. McALLISTER,
Attorney-General.

SECOND BIENNIAL MESSAGE

JANUARY 6, 1921*

From the Appendix to the Journals of the General Assembly, 1921

To the Members of the Senate and the House of Representatives Fifty-first General Assembly:

We meet today, not as members of a political party, but as Missourians and public servants—some of us ready to surrender the sceptor of authority and power placed in our hands by the people, others ready to take up and carry on the work. This is the glory of America! There is no such thing as right or title to official honor; when the sovereign people speak, all must obey. I feel sure that those who are to follow those whose work is ended will be inspire by lofty motives for the general welfare.

Our government is founded upon the principle of party government and responsibility. The people can only be served by a political organization called a party; it is the only instrument available. But enlightened party government and narrow partisanship are entirely different. Never have the people of this country so clearly demonstrated their independence of party allegiance than in our recent election. The party intrusted with power comes into office by the vote of men and women of all parties—hence their double responsibility and opportunity—one which I hope and feel will be met in the broadest fashion.

It is the duty of all good citizens to uphold the hands of, and to aid and assist, the public official who is conscientiously and fearlessly trying to do his duty. Co-operation and mutual help and confidence are needed in our country today if we are to successfully meet the great problems confronting us. If I have any influence with this Assembly, therefore,

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*This message was delivered before the General Assembly on January 7, 1921. *House Journal*, 1921, Vol. I. p. 22.

let me beg of you to forget partisanship, and work unitedly and together for the glory of our great state. Let this be a session of the Legislature noted for its patriotism, its progressiveness and its usefulness!

The people have chosen a distinguished citizen as our Governor—Honorable Arthur M. Hyde, of Trenton. I am certain he will merit your confidence and deserve your support, and I am equally confident that you will not withhold it.

Our Constitution wisely provides that a retiring Chief Executive shall address you upon the condition of state affairs, and also make whatever recommendations he deems advisable. One can readily understand that the public is more concerned with the views of a new official than an old one. Your position, however, is somewhat different. You will be called upon to act definitely upon many vital questions with which we have been laboring, and you are, therefore, entitled to the honest, unbiased judgment and experience of the retiring Chief Executive. It is in this spirit I address you today.

I think it is no exaggeration to say that the last four years have been the most eventful in the history of civilization. The whole world has seemed turned upside down. World War, readjustment, Woman's Suffrage, National Prohibition, tremendous social, economic and industrial questions; added to these, are the rehabilitation of the state's finances, complete prison reform, inauguration of the great Good Roads program, and rebuilding of the educational institutions. My countrymen, the task of a public official during these years has been a trying one. At times, it has been almost heart-rending, because one felt so unequal to what appeared to be superhuman demands and expectancy; but, now that we come to discuss these questions, we can but feel that tremendous progress has been made.

STATE FINANCES

It will be recalled that for years the state's finances had been in a deplorable condition, due to the fact that the

imperative demands upon the treasury had increased, whereas not a single revenue law had been enacted for sixteen years. It was found that the state owed floating debts of some two and a quarter million dollars. These were scattered among thousands of creditors. Fortunately, we secured a loan from the St. Louis Clearing House Association so that we immediately paid all old debts, placed the state upon a cash-paying basis, and, by rigid economy and application of business principles to your affairs, have paid every dollar of the loan, and had a balance on January 1st, 1921, in all Treasury funds of $12,423,478.08 and in the General Revenue Fund $4,901,354.73. An overflowing treasury in addition to the expected receipts for the ensuing two years, is therefore at your disposal.

I do not believe that heretofore a biennium has been closed in the history of this or any other state with the state free of all debts and such a good, unappropriated surplus in the Revenue Fund. I wonder how many taxpayers in Missouri realize that they pay less per capita for their state government than, so far as I can ascertain, do the citizens of any other state in the American Union. During the four years I have served you—1917, 1918, 1919 and 1920—the total gross Receipts into the

General Revenue Fund have been.....		$39,076,817.09
Deducting from this:		
Cash on hand.....	$4,901,354.73	
Old debts paid.....	2,200,000.00	
Amount invested in farms, merchandise and machinery for penal institutions.	800,000.00	7,901,354.73
Net Cost for the four-year period.....		31,175,462.36

Estimating our population to be 3,400,000, you will see the average cost of your state government during these four years has been $2.30 per capita. This is the lowest, so far as I have been able to ascertain, in our country.

NEW REVENUE LAWS

It will be recalled that four years ago I drew the attention of the Legislature to the necessity for finding new sources of revenue, and particularly stressed the fact that visible property was practically supporting the state government, and that invisible wealth was going "scot-free." I recommended, if we were to avoid single tax, that this invisible wealth be reached in the turnover by four new revenue laws—(1) A General Inheritance Tax; (2) A State Income Tax; (3) A Corporation Franchise Tax; (4) A Secured Debt Tax; these new methods of taxation were adopted by the Legislature, laws enacted agreeable thereto, and, ultimately, in turn, sustained by our able State Supreme Court. I have conferred with the representatives of the State Auditor and State Treasurer, and agree that the indicated state revenue for 1921 and 1922, upon a basis of laws as now written, will be, approximately, $29,000,000.00. This is in excess of the state's needs, in my opinion, particularly in view of the fact that we now have a cash surplus that can be utilized. This excess in indicated revenue for the coming two years arises from three sources.

First: It was estimated by federal authorities that the income tax would yield the state on the rates and exemptions proposed $2,600,000. Experience has shown by the 1920 levy that this estimate was entirely too low—almost 100%. The Income Tax should be materially reduced; it is too high.

Second: The Supreme Court decided in the case of State ex rel. Marquette Hotel Inv. Co. v. State Tax Commission, 221 Southwestern, 721, that under Laws of Missouri of 1917, p. 237, paragraph 1, requiring every corporation organized under the laws of this state to pay an annual franchise tax on its outstanding capital stock and surplus, that the word "surplus" means the excess of gross assets over the outstanding capital stock, without deducting debts or liabilities. The effect of this will be to almost double receipts from the Corporation Franchise Tax; hence this tax should be reduced fifty per cent, and this action should

be prior to February 20, (See Corporation Franchise Act, Sec. 3).

Third: The sale of near-beer, sodas and the various brands of soft drinks has increased beyond the expectancy of anyone; hence, this source of revenue can, no doubt, stand a reduction.

In this connection, I recommend that the Ways and Means Committee of the House and Senate confer with the Attorney-General and the Governor-elect in regard to the litigation pending in the Federal Courts respecting the Oil Inspection laws. Some changes are, perhaps, necessary to meet the decision of the Federal Courts, and the Attorney-General may advise you that the legal principles of these decisions should guide you in considering other inspection fee laws.

THE PENITENTIARY AND PENAL INSTITUTIONS

Let us recall conditions four years ago. Political parties of all faiths had inveighed against the abominable contract system—namely, the system by which the state farmed out the convicts at 75c per day to contractors, the contractors growing rich and the state poor—wrong economically and almost a crime, morally—yet, this system was in full force and effect.

My first act was to uproot it completely and take over the operation of the penitentiary industries for the taxpayers. The result has been remarkable—almost unbelievable. A huge deficiency has been converted into a surplus; a conservative estimate is that we have saved $1,250,000 during the four years by this change alone. We have invested some $800,000 from the General Revenue Fund in farms, machinery and merchandise so that the state could operate the industries. The farms have, during the high cost of living period, fed the inmates to a large extent, besides affording the benefit of outdoor life to the convicts. Operating the industries has enabled us to teach trades to thousands of men.

The exact financial results follow:

THE MISSOURI STATE PENITENTIARY

INDUSTRIES ONLY

December 1, 1920.

Inventory December 1, 1920	$683,966.33	
Accounts Receivable	509,620.70	
Cash	56,853.44	
Capital furnished by State		$600,000.00
Machinery from State		60,275.62
Accounts Payable		188,773.72
Sinking Fund for protection against Depreciation		50,704.98
Surplus (profits) after setting aside Sinking Fund		350,686.15
	$1,250,440.47	$1,250,440.47

THE MISSOURI STATE PENITENTIARY

ENTIRE INSTITUTION—FOUR-YEAR PERIOD

1917, 1918, 1919 and 1920.

Drawn from treasury January 1st or July 1st, 1917		$102,512.43
Drawn from treasury July 1st, 1917, to December 31, 1918		202,488.28
Accounts Payable		78,077.75
Profit from state industries to December 1, 1920	$350,686.15	
Sinking Fund	50,704.98	
Live stock and products on farms over appropriations on same	12,990.56	
Accounts Receivable	29,668.96	
Little Commissary	2,569.38	
Big Commissary	29,176.74	
New buildings on farms	8,000.00	
New Assembly Hall	35,000.00	
Net profit for four years		135,718.31
	$518,796.77	$518,796.77

From these statements it will be observed that the Industries have made a net profit of $350,686.15 after setting

aside a reserve fund of $50,704.98. It will also be observed that the Penitentiary as a whole shows a net profit to the state above all expenses of $135,718.31 a record which I believe has never been equaled in this or any other state. I also call your attention to the fact that we have in addition to investments made by the state in these reports purchased farm lands, machinery, and equipment, $203,748.94. These have been appraised by experts and show a profit to the state of $106,627.00.

The new law enacted in 1917 abolished five boards of twenty-one members and created one board of three members—not more than two of whom can belong to one political party. Thus politics were forever removed from our penal institutions.

I have spoken of the financial results, but the best of all—the transcendent *moral* side—is to be told. The prisoners are granted 5% of their earnings; the Merit System has been established; schools inaugurated for the illiterate; trades taught; road camps established; a mammoth Assembly Hall erected, seating 2,500, where religious services, lectures, picture shows, etc., are held; great playgrounds built; venereal disease eradicated; a new Tubercular Sanitarium built inside the prison walls. The most complete system of modern prison cell buildings in the world were planned and begun by my distinguished predecessor, Governor Major. We have completed them and paid for them. I have requested the Prison Board to inscribe over the main entrance of the Penitentiary the following:

> "He which converteth the sinner from the error of his way shall save a soul from death."

And over the main entrance of the new Assembly Hall the following:

> "I was in prison, and ye came unto me."

I cannot find words to express to Governor Painter, Mr. Pool and Mr. Andrae, my appreciation of the splendid work they have accomplished during these four years. They have managed with equal success the Reformatory at

Boonville, under the immediate supervision of Colonel A. G. Blakey, the Girls Industrial School at Chillicothe, under the supervision of Miss Franklin Wilson, and the Industrial Home for Negro Girls at Tipton, under the supervision of Mrs. Chas. Stevens. In this connection, let me mention that at Boonville we have purchased additional farm lands costing $29,000.00; at Tipton farm lands costing $5,000.00. The farms largely feed the inmates, and, what is more important, furnish outdoor life for health improvement.

The courts have held that the law making it a crime for prisoners to escape from the penitentiary is not applicable to escapes from prison farms, road camps, state parks, et cetera. I suggest, therefore, you amend the law.

PARDONS AND PAROLES

In exercising the power of executive clemency, I have, in each and every instance, acted upon the recommendation of the State Prison Board. The law clothes this Board with the authority to fully investigate all applications for pardon or parole, and requires a report of its findings to the Governor. So thoroughly and conscientiously has the Board performed this most difficult and perplexing duty, that not in a single instance have I granted clemency unless requested to do so by the unanimous vote of this non-partisan Board.

In making its recommendations for executive clemency, the Board considers the previous record of the applicant; evidence of reformation manifested by the prisoner's conduct; the seriousness of the offense committed by the applicant; new evidence submitted; the statements of the trial officials, as required by law; and such other facts as tend to credit or discredit the merit of the application. The law has been followed, and a fair and impartial public hearing given to each applicant when the facts seem to warrant clemency, notice of said hearing being given by publication. Each recommendation for executive clemency has been made upon its merit.

In no department of the State Government is it more difficult to meet the varying moods of public opinion than

in the matter of granting paroles. In his message to the 47th General Assembly Governor Herbert S. Hadley said:

> "A persistent effort has been made during the course of the last two years to create the impression that I have extended executive clemency with unwarranted liberality, and by intentionally misrepresenting the consideration upon which clemency was granted or failing to state the consideration upon which it has been granted, an effort has been made to create the impression that prisoners were being pardoned or paroled from the penitentiary as a mere matter of sentiment, and not upon the merits of each application."

Governor Hadley also stated that the work of granting paroles was hampered because there was not adequate help to examine into all the meritorious cases, and recommended that a Parole Board be created to the end that every meritorious case might receive proper attention.

The same condition that existed during Governor Hadley's administration has existed during my administration, and the condition is aggravated today because of the wide spread crime wave sweeping over the country.

The House of the 50th General Assembly appointed a special committee and investigated at great length the granting of Pardons and Paroles. Unanimously the committee found that "the administration of the Board in this regard is worthy of commendation," stating that it was the "judgment of your Committee from the testimony adduced, and from the records and reports filed that the members of this Board in making their recommendations have been careful and thoughtful and painstaking; that they have not been guilty of favoritism on the one hand nor corruption on the other, and what they have done has been from a conscientious desire and an honest purpose to faithfully and honorably discharge the duties of their office in this regard." I am glad to add that the majority of this Committee belonged to the opposing political party.

Although the Missouri penitentiary is the largest in the country, yet executive clemency has been extended to fewer applicants during my administration than in any other State in this section of the Union, with, possibly, one exception. Take one example, the State of Texas, having approximately the same population as Missouri. During the past four years executive clemency was granted to forty-five hundred prisoners. During my administration, upon the recommendation of the former Board of Paroles and the present State Prison Board, I have granted only 819 paroles and 14 pardons, total 833. This is 266 fewer than was granted by my immediate predecessor.

Of this number of paroled prisoners, it has been found necessary to revoke and return to the prison only 50 men. This is only six per cent of the whole number, whereas the average revocations of the nation is 12 per cent.

Of the 819 paroles issued, more than 95 per cent were to first offenders, and less than 5 per cent to prisoners with any criminal record whatever. And in no case has a habitual criminal been granted clemency. The records also disclose the fact that 65 per cent of the paroles were issued to short-term prisoners, those serving a sentence of five years or less—one-third, or 275, being 2-year prisoners. Of the remaining 35 per cent, 23 per cent are medium-term prisoners, serving sentences from 6 to 15 years, inclusive, while less than 12 per cent are long-term prisoners, serving sentences of 16 years or over. This, we submit, is not an unusual or disproportionate number of long-term men in comparison with the number of long-term prisoners in the prison.

We have established what is known as the Merit System in each of the penal institutions. Under this system the boys and girls at the Reformatories, and the inmates of the prison, may earn "good time," and thus materially reduce their sentences, or they may lose time by not being good prisoners, and thus extend their sentences over the three-fourths period conditionally stipulated by the law. The system has worked so well, and is so meritorious, that it lessens the necessity of paroles, and will, when per-

fected, almost take the place of the parole system. Thus during the year 1917, before the Merit System was inaugurated, the former Board and the State Prison Board recommended 312 prisoners for parole. The Merit System went into effect May 5, 1918, and the number of paroles has grown less with each succeeding year, until 1920, when it was found necessary to grant only 125. This number will grow steadily less under the workings of this admirable system with each passing year.

The perfection of the Merit System, the extension of the work of looking after, safeguarding and securing employment for paroled prisoners, (Parole Officers) and the enactment of indeterminate sentence laws, are, in my judgment, the three things that will solve the problem of executive clemency and render in the near future a Board of Pardons and Paroles practically unnecessary. When the prisoners are given to understand that they must work out their own salvation, they will make a greater effort to reform. Then, too, the certainty of punishment, rather than the severity, will deter the criminally inclined. The indeterminate sentence will give the authorities the power to release a prisoner when he has earned the merits to entitle him to this consideration. Hence only in rare and extraordinary instances will it be necessary to exercise the pardoning or paroling power.

Greater care should be exercised over the released prisoner. He goes out with the prison stigma upon him, and circumstances make it doubly hard for him to secure employment and make good. A generous appropriation should be made for the purpose of enlarging the scope and perfecting the system of looking after and caring for released prisoners. Parole officers should cooperate with the sponsors and keep in constant touch with the prisoners on parole. We have established this system for the Boys' Reformatory at Boonville and Girls' Industrial School at Chillicothe. It has worked admirably. What might be accomplished along this line is evidenced by what the paroled prisoners are doing now under the limited and imperfect parole

supervision. Recently an investigation was made as to the earnings of prisoners out on parole with the most satisfactory results. The wages received ranged from one to eight dollars per day, and earnings as high as ten thousand dollars per year reported in one instance. During my administration the prisoners on parole have earned no less than seven hundred thousand dollars, a most commendable showing, but it could easily have been doubled with adequate and proper parole supervision.

EDUCATION

The allotment for the public school system for 1920 has reached the sum of $4,712,436.68. This is an increase of 100% over the year previous to my administration—a showing of which I am very proud. During my four years of administration, 55½ per cent of the General Revenue of the state has gone to various Educational Activities—the total for the four years reaching $20,689,793.27.

I recommend that a large share of the surplus now in the treasury be appropriated for school purposes, and that as much as possible go to the districts of the state that cannot, under our present Constitution, levy enough to enable them to maintain eight-month terms and pay living wages to efficient teachers.

The state constitution requires that not less than 25 per cent of the general state revenues be apportioned to the public schools. For more than thirty years one-third has been given to the public schools. In addition to this many kinds of special school aid have been provided out of the general revenue. If additional amounts can be given to the public schools, it should be apportioned in such way as to provide equal elementary and high school education for every child in the state, and to promote the teaching of vocational and practical subjects in all schools.

During my administration a real workable compulsory attendance law has been enacted, and put into operation. This has increased the attendance in all public schools.

Not only has it brought many children back to school, but it has made the attendance more regular and prompt and put several thousand employed boys and girls into part-time schools. Provision has also been made for vocational education. The state and federal governments have jointly given aid to promote the teaching of trades and industries, of agriculture and of home-making on a practical basis. More than 100 high schools have received special aid for teaching vocational subjects. Missouri has cheerfully matched every dollar appropriated by the federal government.

Congress provided a few months ago for the re-education and rehabilitation of persons injured in industry and has made liberal appropriations to promote it conditioned on the state's acceptance and providing of an equal amount of state money. In order to get the first installment of federal moneys, I accepted, subject to your approval, the provisions of the law and there is now in our State Treasury $26,000 for this purpose which cannot be spent until laws are enacted completing the acceptance and appropriating a like sum and providing proper supervision of its expenditure.

The state can well afford to be liberal in its support of all our great state educational institutions. They are all doing excellent work and are well attended. I am especially proud of the fact that during my administration there has been erected and equipped the first building ever dedicated to teaching Journalism. It also gives me much pleasure to tell you that I recently officiated at the laying of the corner-stone of a building now in process of construction to be devoted to the teaching of Home-making Arts and Sciences. I wish to see such work done in every secondary and higher educational institution. It seems to me there is a special reason for this type of education. In addition to the food, clothing and shelter considerations are the health of the family and the formation of character. These depend on the woman in the family, and her educa-

tion. The future general welfare of society largely depends on the proper education of the home-makers.

During the past four years, the state has spent more than $6,500,000.00 to promote higher education.

There are many state educational institutions in need of additional buildings. I recommend that some of the treasury surplus be used to relieve them.

Three years ago I directed a survey be made of the conditions of the public schools. This survey revealed a situation that demands careful consideration. Prof. Baker, State Superintendent of Public Schools, has announced a progressive legislative program which will tend to improve educational conditions, especially of the rural schools, relating to better organization and administration, more efficiency in the teaching and better salaries for the teachers. I ask that you give careful and sympathetic consideration to his recommendations. His official report, which will be submitted to you, will show a remarkable progress along educational lines. It will show improved school conditions, substantial increases in teachers and school officials' salaries throughout the entire state. In this connection, let me call the attention of your honorable body to statements which have appeared from time to time in regard to the rank and efficiency of our school system. I quote the following from Professor S. A. Baker, State Superintendent of Schools:

> "In this connection I wish to contradict a report that is common and has spread far outside of the State and resulted in great injury to Missouri, namely, that Missouri ranks thirty-second in education among the States of the Union. This report was made by a committee of educators who took the salaries of county superintendents and the salaries of teachers, the apportionment of money made for school purposes, and a few other items and averaged them and got thirty-two as the result. It is my opinion that the committee never intended to say that Missouri ranks thirty-second in education.

"Missouri, in reality, stands among the upper third of the States of the Union, having the lowest per cent of illiteracy; and literacy, in my judgment, should be the test of all educational effort. Illiteracy has been decreasing in Missouri for the past thirty years. The census of 1890 showed the percent of illiteracy of all classes in Missouri, ten years of age and over, to be 9.1. In 1910, ten years later, this had been decreased to 6.4. In 1910 the per cent of illiteracy was 4.3, and when the census of 1920 has been taken the State will have a much lower percentage of illiteracy than at present.

"If we wish to make a comparison with some of the other states of the Union, we will find that in the North Atlantic division of States, comprising Maine, New Hampshire, Vermont, Massachusetts, Rhode Island, Connecticut, New York, New Jersey and Pennsylvania, that only Maine with 4.1 per cent of illiteracy, and Vermont, with 3.7 are lower than Missouri."

The war revealed the general lack of proper physical training of our boys and the lack of proper sanitary and health conditions in our schools. I ask that you give careful attention to any suggested legislation touching this work in the public schools. The State Department of Education and the State Department of Health should be hitched up in the important work of conserving the highest physical welfare of the on-coming generations. They have already co-operated and accomplished much; there is much more to be done which depends on legislation and the means of carrying out carefully prepared plans.

As I have had opportunity to study the school situation in Missouri, I find great improvements made in the past four year. There is much more to be accomplished. I hope much will speedily be done since the spirit of progress and co-operation has been manifested by the Department of Education, by the State Teachers' Association, the Parent-Teachers' Organizations, by the Women's Clubs of the State, and by the people generally.

STATE HIGHWAYS

There was passed, upon my recommendation, at the 49th General Assembly, what is generally known as the Hawes Law, a law giving assent to an act passed by Congress of the United States and approved July 11, 1916, and creating a Highway Department and defining its duties and giving to the Department such authority as is necessary to administer the law and build state highways in Missouri and at the same time provide ways and means to accept Federal aid allotted to Missouri for road building purposes.

Before the Highway Department could be completely organized and ready to start on a road building program we became involved in the great world war, which naturally and rightfully challenged the attention of the people of the State of Missouri to the question of successfully prosecuting the war, and for that reason state road building during the first two years of my administration was successful only in parts of the State. The law referred to required counties and subdivisions to finance one-half the cost of state roads and in view of the fact that we were at war and the country's resources were wholly used in the prosecution of the war, it was impossible to sell road bonds on the market to take care of the counties' and subdivisions' share of the cost of state road improvement.

However, the work of the Department during the time referred to was very beneficial for future road building in that the officials of the State Highway Department familiarized themselves with the needs of Mis souri and prepared the way to lay out a comprehensive road system for the state.

The 65th Congress amended the original federal act and increased the appropriation $200,000,000.00, which made it necessary in the light of past experiences to amend the state road law passed by the 49th General Assembly so as to make it easier to comply with the government's requirements and to distribute the state and federal money more uniformly over the state. By reason of the additional federal appropriation there was allotted to Missouri unused,

to be taken care of in a period of three years, about $9,000,000.00 of federal aid, and in order to secure to Missouri her share of federal aid the Legislature made amendments to the original state road law. The response from the counties and subdivisions of the state in providing funds to the amount of $14,896,978.00, all of which have been voted since June 3, 1919, indicate that the amendments referred to have worked out well.

There was an apparent desire on the part of the members of the 50th General Assembly to change the state road law so as to provide for but one Commissioner to administer the Department. I recommended and urged that the Department be kept bipartisan and that two members of the Commission be Democratic in politics and the other two members of the Commission be Republican in politics, which the Legislature saw fit to approve by not changing the bipartisan part of the original law.

After the amendments had passed and the law became effective, March 17, 1919, the State Highway Board proceeded to carry out one of the provisions of the law by instructing the State Highway Engineer to lay out 6,000 miles of road and have the same surveyed as soon as possible, giving two roads to each county as provided for in the law. There has been to date 5,428 miles of the 6,000 mile system surveyed and the survey of the balance of the 6,000 miles is now in progress or under contract. There have been 3,127 miles of plans submitted to the State Highway Department and the greater part of them have been approved and the balance are in the process of correction, and the remaining portion of the amount surveyed will be finished by April 1, 1921. The entire 6,000 miles of survey will be completed and the plans all prepared and ready for use before the end of the 1921 season. This must be regarded as remarkable progress for the reason that the Legislature in one of its amendments provided that $100.00 per mile on the average should be the maximum amount paid for such surveys. Salaries and other expenses, climbed correspondingly with cost of other endeavors during the past

two years, which made the cost for the work relatively very low.

It was necessary, in order to carry out the provisions of the law and to secure for Missouri her share of federal aid, to go out into the counties and subdivisions of the state and induce them to provide funds to take care of their share of the cost of a state road wherein construction of such road cost more than $1,200.00 per mile on the average, and to that end the Department directed its Highway Superintendent and other officials to direct their efforts to securing the money necessary to build state roads and at the same time to provide funds to take care of federal aid and distribute the same as fairly as possible. It is also necessary, in order to comply with the requirements of the federal law, that we direct our efforts and energies to the matter of raising funds so as to be able to secure for Missouri all of the federal aid allotted by the law and within the time prescribed therein.

The accomplishments along this line have been very gratifying when we take into consideration that there was no money available to take care of the $9,000,000.00 of federal aid, excepting in three or four counties of the state, and by urgently pushing the voting of bonds in the counties and subdivisions we were able to fairly well distribute federal aid over the state by promoting federal aid projects in seventy-one of the one hundred and fourteen counties. The fact, however, that moneys had to be raised other than those in the treasury, necessarily retarded road building for the reason that considerable time was consumed before elections could be held and bonds voted, but overcoming this obstacle there have been approved one hundred eighty-four projects, calling for the construction of 1,828 miles of hard surfaced road to be constructed at a total estimated cost of $20,322,421.51, with an addition of several more miles of road to this program to be built wholly by the counties, which is the natural outgrowth of the road promotion stimulated by the law and promoted by the Department.

The balance of the program will be proceeded with and construction commenced as soon as the plans and specifications can be prepared and the contracts let. In fact, all of the federal aid allotted to Missouri will be taken care of in the time provided for by the federal law and the ruling of the Bureau of Public Roads.

Carrying out the provisions of the original law the Department proceeded at its discretion to complete existing contracts known as state aid roads, that were approved during the first two years of the state road law, and financed wholly by the state and subdivisions of the state under this original law.

In addition to the above road program and in compliance with the law under what is known as the $1,200.00 per mile provision, where counties and subdivisions fail to raise additional funds to build a hard surfaced road and where the Department is directed to expend at least $60,000 00 in a county, there have been surveys made, plans prepared and contracts let for 17 road projects of 52.56 miles at a cost of $403,504.64. This improvement is to be paid for wholly out of the state fund and without cost to the county.

There are now plans well under way for several projects of like nature, and as soon as the necessary engineering work can be finished other contracts will be let from time to time until the law has been complied with. This part of the road program necessarily had to be held in abeyance for the reason that under the federal law it was necessary to promote road projects sufficient in number and in cost to set aside federal aid allotted to Missouri in the periods of time as set out in the federal law, and in order to secure to Missouri all of her federal aid practically all of the Department's time has been taken up in providing funds to match federal money. But now that sufficient money is assured this program can go on without interruption, and by the time the period has elapsed as provided for in the state law, every county will have been reached and received its share of the road fund.

Taking into consideration the means at hand and the manner and method in which finances had to be raised in order to use the moneys, the state and federal government provided for road purposes and at the disposal of the Department, and, the further fact, that most of the first two years of the life of the law we were engaged in war with foreign powers and after the war ended we entered upon a reconstruction period in which transportation, material and labor were impossible to secure, the progress made is very gratifying.

To sum up the situation, the foundation has been laid for a road system in Missouri, federal aid has been taken care of, moneys have been provided to take care of our share of the federal aid allotted to Missouri, road construction has started in a large way, and the program can be carried out as laid down by the law, notwithstanding all of the unlooked for obstructions that we had to encounter, and now that the situation has changed materials are available, labor and transportation can be secured, and there is no reason why the next year should not be a wonderful road building era in the state.

After two years of experience, I realized that, if we were to have a complete and connected road system in Missouri, it was necessary to provide large state funds. I, therefore, in my message to the Legislature two years ago, recommended a bond issue of $60,000,000.00 for road purposes, the principal and interest to be paid out of the automobile licenses paid into the state treasury in future years. I also recommended to the Legislature at that time that the resolution providing for the amendment be passed and submitted to the people at the next election for their approval or rejection.

The people have spoken in no uncertain terms, and, by a majority of 233,493 votes, they adopted the Constitutional Amendment known as "Number 6," and, in my judgment, directed the Legislature to issue the bonds and provide by law ways and means of expending the moneys derived therefrom.

It is very important that this money be spent along scientific and successful lines, so that, when it shall have been expended, Missouri will have a connected and serviceable state road system commensurate with her needs as a state, and for the further reason that, if we fail to carry out the wishes of the people as directed, we will have wasted the resources of the state for this purpose for a long period of years, and in the end will not have a road system for Missouri such as we need and will be proud of.

I recommend and urge that, in providing the manner and method in which this money shall be spent, we think in terms of the whole state, to the end that Missouri will have a modern state road system connecting its industrial and commercial centers with her vast rural communities, and providing a road system that will be of such type and character as to endure and give service commensurate with the moneys expended.

There has been within the last few weeks a decided decline in the price of road materials, as well as the appearance of an ample supply of labor. I am confident that your honorable body will heed the mandate of the people by passing the necessary legislation so that road construction will immediately proceed under the bond issue.

AGRICULTURE

In 1865 the state, recognizing agriculture as the base of the pyramid upon which the economic structure must stand or fall, undertook the development of the agricultural interests of the state in an organized fashion. The Legislature created our State Board of Agriculture. This Farm Board was planned very much along the lines of the Board of Agriculture of England. It is absolutely non-partisan in its administration and bi-partisan in its organization. Since its formation, this great State Board has had a splendid record, the most progressive and distinguished citizens of the state who are interested in the development of agriculture having consented to serve as members without compensation.

The Board of Agriculture originally fathered and sponsored our now famous College of Agriculture, and has to this day worked in harmony and co-operation with the College. The Board of Agriculture, because of its high character and its nonpartisanship, has been successful in its sponsorship of many of our progressive laws enacted by past Legislatures in behalf of agriculture in the state.

I commend to your attention this simple and effective method adopted and adhered to by the past Legislature for the education and beneficial development of the agricultural interests of our state. I also commend to you the officials of this Board, the Honorable Arthur T. Nelson, of Lebanon, President; the Honorable Jewell Mayes, of Richmond, Secretary, and the Honorable F. B. Mumford, Dean of the College of Agriculture, who has built up that institution to one of the greatest in the nation, as well as having served his country so patriotically as Chairman of our State Council of Defense and as Food Administrator during the war.

During the four years of this administration much has been done to improve what Washington termed "the most healthful, most useful and most noble employment of man." The appropriations for agricultural education in its various activities have been increased 103 per cent. We might refer to our new County Farm Bureau Law, placing the County Agent and the Farm Bureau movement on a practical, sound basis; the Wolf Scalp Statute; that most beneficial Statute of 1917 which prevents the spreading of hog cholera by providing for burning of infected swine—the farmers have estimated that this Statute has saved them one million dollars a year; the improved Live Stock Indemnity Act of 1919, which has worked very advantageously; the reform in Crop Reports and Farm Statistics, uniting the United States Government Crop Report and the State Board of Agriculture Crop Reports into one joint report; the Farm Census Act of 1919; the Revised Dairy Law; the Model Milk-can Law; the Model Feedingstuffs Law; the new Co-operative Act, and the Pure Seed Act.

I recommend that you revise certain live stock laws relating to strays, brands, open range and live stock running at large. The state stands badly in need of a dog law for the protection of the sheep and goat industry. The Legislature should carefully consider the passage of a Hay Inspection Law. Missouri is one of the largest hay-producing states, and one of our cities the largest hay market in the world, but has no hay inspection law. I recommend that a statute be enacted repealing the old unconstitutional "State Aid to County Fairs Law," and substituting therefor a modern State Aid Act fostering exhibitions of improved crops and live stock, and applicable not only to County Fairs but also applying in a limited way to counties where agricultural exhibitions are held that have not yet reached the dignity of a County Fair. Our Apiary or Honey Bee Law is archaic, and should be revised to meet new and changed conditions. It would be well in my judgment to place the State Fruit Experiment Station and State Poultry Station, at Mountain Grove, under the control of the State Experiment Station and the College of Agriculture.

The Missouri State Fair, conducted by the State Board of Agriculture and located at Sedalia, has been strongly supported by this administration. New buildings have been erected, old ones have been remodeled, an increased sum has been given for advertising and premiums, and, in a word, the Fair has been brought to a high standard, and is of great usefulness to the agricultural interests of the state. The institution does great work in fostering better livestock, encouraging agriculture and other educational activities, and in spreading the good name and fair fame of our Commonwealth.

Nineteen hundred and twenty-one will mark the celebration of Missouri's 100th birthday, and I understand that the fair management intends to make this an event long to be remembered in the state. No doubt, there will be numerous celebrations of Missouri's Centennial this year. It would seem most fitting, however, that the Legislature,

irrespective of appropriations it may make for other enterprises, favorably consider the celebration at the State Fair.

The tremendous shrinkage in prices of agricultural products within the last few weeks has brought about the most serious condition our farmers have had to face in many years. Their crops were planted with high-priced seed, high-priced labor, high-priced rent, hence, they are in no condition to sell their products at the present market prices without tremendous losses. Thoughtful men, therefore, are seeking some solution of the situation and are attempting to reach some practical method of preventing a recurrence of such disastrous rural conditions.

It is pretty generally conceded that one of the most important problems to solve is marketing and distribution. There is now and always has been too wide a margin between what the consumer pays and the farmer receives for his product. Two years ago, the Legislature passed a Marketing Bureau Law. It was considered at that time merely a step in the right direction. I recommend that this matter receive your earnest consideration in view of present conditions, and that this law be revised and its scope enlarged.

Undoubtedly, the second need of the farmer now (as in the past) is wider and larger credit facilities and lower rates of interest. We must not forget that the farmer creates the wealth of the nation, but he has generally been denied the use of the wealth which he created when he needs it most at low rates of interest. The Federal Farm Loan System promised large measures of relief in this direction, but, unfortunately, these institutions have ceased to function because of litigation now pending in the U. S. Supreme Court. The farmers have applied for hundreds of millions of dollars of loans from these institutions but cannot now be accommodated. We must work out a system whereby the farmer will not be compelled to market his crop as soon as harvested regardless of the demand at that time.

Many of you no doubt, recall the plan I proposed for a State Land Bank some years ago. If this system were in existence at the present time with the large reserve in the

treasury it could be utilized to the tremendous advantage of agricultural interests of the state and its reflex felt by benefitting all. I suggest, therefore, that you re-submit to the people the Constitutional Amendment giving the Legislature the power to create a State Land Bank. I believe there is ample room and opportunity in the state for Federal Land Banks as well as State Land Banks. They will cooperate and work hand-in-hand exactly as do our State commercial banks and our Federal commercial banks. Marketing facilities and credit facilities, as well as improved schools and roads, are what our agricultural interests of the state stand in need of. I also suggest that you consider the advisability of speedily passing a stay act lifting all penalties and commissions against delinquent tax payers until April 1st, thus granting 3 months additional time to pay taxes and avoiding the possible necessity of sacrificing products at less than the cost of production.

THE STATE'S MILITARY DEPARTMENT

During the administration now closing, this country has played a conspicuous part in the greatest war in history. Much was required of the state, and our people met their obligations in the fullest measure.

We furnished to the land and naval forces of the nation in the prosecution of the war, 156,232 Missourians, who acquitted themselves in a manner to reflect everlasting glory on our citizenship. The administration of the Selective Service Law was marked by a spirit of fairness and impartiality on the part of the various draft boards and all concerned, which left no room for criticism. We expanded our National Guard from a force of some 4,000 to one of more than 14,000 in an almost incredibly short period of time.

The reorganization of the National Guard after the discharge of its members from federal service was a difficult undertaking under the conditions existing throughout the country, due to the uncertainty of the military policy to be

adopted by Congress. Indeed, it was not known definitely until last month just what troops would be authorized by the federal authorities. However, I am pleased to be able to advise that a complete brigade of infantry has been organized, armed and equipped, and is in a high state of efficiency; that five of the required six batteries of the field artillery regiment, the first ever organized in the state in time of peace, have been completed; and an anti-air craft regiment, consisting of three batteries and four machine gun companies, allotted this state less than three weeks ago, has been organized and is awaiting federal recognition. The aggregate strength of these troops is 2,782 and, with the exception of an ambulance company now being organized, they comprise all of the units the state is required to organize prior to July 1st, 1921, to comply with the provisions of the Defense Act. The organization of additional units is part of the ultimate five-year plan of the War Department. I recommend that liberal provisions for the maintenance of the National Guard be made.

The demobilization of the great forces organized for the war did not begin until about the close of the last session of the General Assembly, and, without knowing what provision would be made by Congress for those substantial things which must be done for our returned service men to assist in the work of rehabilitation and without opportunity to obtain a full expression from them, naturally the legislation you enacted in their interest concerned largely matters having to do with preserving their records, the history of their achievements and expressing the gratitude of our people for their sacrifice and heroism.

You made provision for publishing their records, for presenting them with appropriate medals, erecting memorials in their honor in all the counties and cities of the state; dedicated a Memorial Hall to them in the New Capitol in which to preserve their flags and trophies, and provided for a monument in France to those who fell. Conditions in France have been so unsettled and the policy to be pursued by the French government in the matter of locating

monuments on the battlefields has been in so much uncertainty that it has been impossible for a commission to accomplish your purpose up to this time. I have not, therefore, thought proper to appoint it in the closing days of the administration, but I earnestly recommend that the appropriation, no part of which has been expended, be reappropriated with such additional sum as may be necessary to carry out your plan.

Special reference should be made to the fact that, through the efforts of the Soldiers' and Sailors' Employment Commission which you created, 29,874 Missouri soldiers, sailors and marines were assisted in securing employment. At the suggestion of the Federal Government you enacted what was known as the "Soldiers' Settlement Act," the object of which was to provide rural homes for soldiers, sailors and marines through the co-operation of state and federal agencies. While the purpose of the Act was most laudable, it is of doubtful practicability. Doubtless new federal legislation of a more comprehensive and practical nature will be passed by Congress, and you will, of course, desire to do everything possible from the standpoint of the state to cooperate with the Federal Government.

Our obligation to those who served from Missouri is one which words are inadequate to express, and the state must do its full part in meeting this obligation. The service men, themselves, are best qualified to advise as to the scope of the legislation necessary to accomplish this purpose, and I doubt not that the General Assembly will approach this all important subject with an earnest desire to do everything possible for those upon whom we have relied in our hour of need. Let us not forget.

IMMIGRATION

For years prior to 1917 the state had maintained a so-called Immigration Bureau, but the financial condition of the state was such that only $5,750 annually was appropriated to pay the Commission, stenographer, janitor and

office expenses. The result, of course, was that this service was absolutely wasted. I was unwilling to continue the Bureau on this farcical plan and the state's finances prevented support sufficient to make it worth while.

Now, however, the situation is entirely different. We can now "sell the state" and have the money on hand with which to do it intelligently and eflectively. It is simply a question of placing the boundless opportunity Missouri offers to homeseekers before them in a convincing fashion—that's all there is to Immigration.

I suggest that you appropriate $200,000.00 for the coming two years, and place it at the disposal of our new Governor. He will naturally spend every dollar where results will be obtained, and that is *advertising*. If a merchant wishes to sell his product, he advertises it; if help is offered or desired, it is advertised; if the Florida or California hotels wish tourists, they advertise; if a railroad has a special train service, they advertise it. Why not a state?

The Governor could confer with advertising experts and a campaign should be planned so that the state's resources would be placed in different languages before every immigrant landing at our ports. A newspaper advertising campaign should be planned to reach the immigrants leaving states where land is now high—such as Indiana, Illinois, Ohio, Iowa and the cheapness and productivity of Missouri land could be pointed out.

We could, for instance, point out that in all America ten acres of Missouri land produced the biggest corn yield—125 bushels an acre—and that thousands of such acres are available at one-half the price asked in the older and more densely settled states. Missouri is first in the number, value and annual production of poultry and poultry products; first in acreage and quality of bluegrass pasture as well as in weight per bushel of bluegrass seed; first in diversified farming and in number of crops and fruits; first in feeder cattle; the largest hay market of the world; first in profitable production of purebred live stock; first in the combined show and sales ring achievements of purebred

cattle, one dairy herd leading all the world in combined total number of blue ribbons and premiums this year; first as the home of more great live stock breeders and more long established live stock herds than any other state can show within one hundred years of development.

We should, with such a campaign, also advertise the great industrial opportunity of St. Louis, Kansas City, St. Joseph, Springfield, Joplin, Sedalia, Hannibal, Jefferson City and other centers too numerous to mention. Transportation, raw materials, satisfied labor, abundant banking facilities—what other state can match it?

Let us no longer hide our light under a bushel—let us start a great advertising campaign—and do it in a scientific telling fashion, one where results will come and come to all.

PUBLIC HEALTH

The last two years have revealed the greatest public health progress in the history of our State. Through legislation enacted in 1919, the State Board of Health has been able to completely reorganize and systematize the activities of the Health Department, which is now composed of the following Bureaus: Medical Licensure, Vital Statistics, Preventable Diseases, Venereal Diseases, Child Hygiene, Public Health Nursing and Sanitary Engineering, each having a broad and distinctive field for development. In this State at least 8,000 deaths annually are due to wholly preventable diseases besides one out of every ten children born die under one year of age or approximately 5,500 each year, many of them needlessly. A proper enforcement of preventive measures, together with a state maintained system of physical inspection of school children and a public heath nursing service, would assist in averting many of these and deaths from other causes.

The twenty-three clinics operated during the last eight months for the free treatment of venereal diseases have accommodated 24,114 patients. These clinics should be doubled, as the easiest and earliest possible means of con-

trolling these diseases which blight the life of a great number of our citizens and which annually contribute a large quota of the admissions to our state hospitals and eleemosynary institutions as public charges.

By the development of sanitary engineering to supervise the quality of water supplies and the method of sewage disposal, many epidemics may be prevented.

The state appropriation for the present biennial period is $40,000. It was insufficient to conduct the needed constructive work. Appeals were made to the United States Public Health Service, which resulted during 1920 in the expenditure of federal funds through the Department in developing the activities in venereal diseases, child hygiene and sanitary engineering. This support is soon to be withdrawn and the work can be continued only at state expense.

The importance of the public health as the first of the fundamental principles with which government must be concerned makes it imperative that adequate appropriation be provided for the development of the activities of this department.

A Health Department cannot be properly conducted without a complete laboratory as a part of its equipment. Therefore, such a laboratory should be established at Jefferson City for rendering service to the public and to the Departments needing laboratory service, which are Agricultural, Beverage Inspection, Food and Drugs, Health and Highway.

The passage of a marriage registration law is recommended for incorporating records of marriage as a part of the vital statistics.

There will be introduced a bill providing for adequate authority in handling sanitary engineering problems of a public health nature. Also, a bill to prevent the marriage of mentally deficient and diseased persons.

ELEEMOSYNARY INSTITUTIONS

I am gratified to inform you that our great eleemosynary institutions have reached a state of efficiency and useful-

ness hitherto unknown in this state—a condition which has merited the unstinted praise of medical societies and experts qualified to speak.

Our State Board of Charities and Corrections has lately been reorganized, some of our leading men and women having accepted appointments on this honorary and useful board, and I now have their report, as follows:

> "It is gratifying to be able to report progress during the biennium, in the administration of our state and eleemosynary institutions. From an economic and humane standpoint, conditions probably have never been so good. Considering the serious problems with which managers and officers are almost continuously confronted, they are to be commended for the success they have had. This would have been impossible, of course, without the wise policy of encouraging good service and efficiency by choosing able executives and supporting them when right."

The Public Health Service at Washington has seen fit to rate very highly our institutions which have cared for the ex-service men.

Each of these institutions is directed by an honorary board—citizens who have been devoted to the management of the institution. It is fortunate that these boards should have been so happy in their choice of superintendents. Their tasks during the last four years have been extremely difficult. The high cost of living has pressed very seriously upon these institutions. Coal, clothing, food, labor, all have been at the very highest point. Yet, by utilizing state-owned farms, dairy herds, raising large parts of their own meat, vegetables, etc., they have been able to render this efficient service and still be a very light burden upon the state treasury.

I cannot too highly commend the devoted services of Dr. M. O. Biggs, Superintendent of State Hospital No. 1, Fulton; Dr. Porter Williams, Superintendent of State Hospital No. 2, St. Joseph; Dr. T. B. M. Craig, Superin-

tendent of State Hospital No. 3, Nevada; Dr. J. L. Eaton, Superintendent of State Hospital No. 4, Farmington; Dr. P. C. Wilson, Superintendent of the Colony for the Feebleminded and Epileptic, Marshall; Dr. S. A. Newman, Superintendent of the Missouri State Sanitorium, Mount Vernon; Colonel George P. Gross, Superintendent of the State Confederate Soldiers' Home, Higginsville; Honorable Jerd Mikkelson, Superintendent of the State Federal Soldiers' Home, St. James; Prof. S. M. Green, Superintendent of the Missouri School for the Blind, St. Louis and Prof. J. Stuart Morrison, Superintendent of Missouri School for the Deaf, Fulton.

Sometime since, I requested the Sulgrave Institute of New York to make a complete survey of our eleemosynary institutions. They sent to us Dr. Samuel W. Hamilton, who gave months of service to this task, making his headquarters here in our Capitol. His report will be printed shortly, and I hope you will give it your careful attention. In my message to both the 49th and 50th General Assembly I recommended a consolidation of the various boards of control of these institutions into one board of three members. I renew this recommendation.

THE TAX COMMISSION

The present board of Commissioners was appointed in June, 1919, and, although the Commission as constituted has not remained constantly at their offices at Jefferson City, yet they have held meetings there at all times when the business of the Commission required, and, in addition, have kept in constant touch with the business of the office by means of written reports submitted to each of the three commissioners.

Many important judicial questions have arisen for the determination and decision of the present Commission respecting the administration of the Corporation Franchise Tax law of 1917, and, in a number of cases, the ruling and findings of the Commission have been reviewed by the Supreme

Court of this state. In every such case thus far reviewed, the decision of the Commission has been sustained.

In 1919 the present Commissioners assumed office too late to take up the preliminary work of assessing the taxable property of the state for that year, but were present at the hearings held with respect to the valuation and assessment of the property in this state of railroad, bridge, telegraph and telephone companies. They did, however, supervise the assessment of the Corporation Franchise Tax for 1919, which amounted in said year to $1,278,018.33.

In 1920 the Commission assessed and valued all the taxable real and personal property of the state, including the property of Public Service Corporations, and their valuations were adopted with but slight modifications by the State Board of Equalization. They also supervised the assessment of about 13,600 corporations liable for taxes under the Franchise Tax Act of 1917, and which have up to this date paid into the state treasury for taxes of 1920 about $2,400,000.

The sum of $26,000 was appropriated by the Fiftieth General Assembly for the purpose of paying the expenses of the Tax Commisssion office, including salaries of employees, from June 1, 1919, until the end of the biennial period, December 31, 1920. This appropriation has been sufficient to cover only the indispensable clerical work and expenses of the office, no provision having been made for the salaries or expenses of the Commissioners, nor for any field agents and representatives that are so necessary if the Commission is to bring about the reforms in the matter of tax assessments, etc., that were expected of it when created. After payment of all salaries of the employes and expenses of the office, there is on hand a balance of approximately $4,000 to the credit of the Commission, which will be ample to meet the pay roll and the incidental expenses of the office to the end of the year, December 31st.

To pay the Commissioners the salaries provided by law from the date of their respective commissions to the end of the biennial period would require an appropriation of $16,837.34 for such salaries. No Commissioner has received

any salary whatsoever, and each has paid his own expenses. The two Commissioners who do not reside in Jefferson City have each expended about $500.00.

As required by the Tax Commission Act (Section 4, page 543, Session Acts, 1917,) the Commission will present to the General Assembly a budget containing the findings and recommendations of the Commission as specified in said section. I invite your very careful consideration of this, the second budget ever presented to a Missouri Legislature. The first was presented two years ago, and it was found to be of inestimable value to the Legislature. It was extremely simple and understandable. I have received many letters from all over the nation approving its form and scope.

STATE PARKS

My distinguished predecessor ordered the convicts to clean up a parcel of ground owned by the state in the suburbs of Jefferson City. On this ground a swimming pool, barbecue and picnic grounds and pavilions were built. It is simple, but has been enjoyed by thousands of excursionists as well as by the people of Cole and adjacent counties. This is State Park Number One.

A year ago I visited Sequiota Park, located five miles from Springfield. I was impressed with the wonderful cave, spring and natural beauty. I requested the co-operation of the people of Springfield in order that it might be purchased by the state and converted into a great Fish Hatchery as well as a park. This co-operation was given even to the extent of securing for the state the entire park and contents for the sum of $15,000, the citizens paying the difference. The work is progressing and next year it will be a spot in which all will take pride, as well as offering shelter to the traveler within our borders. This is State Park Number Two.

Now, let it be remembered that no Legislature in Missouri has ever made an appropriation to buy a park other than the amount which could be saved out of the receipts

from hunting and fishing licenses. The last Legislature authorized the State Fish and Game Commissioner to use such surplus up to $100,000. After meeting payments for Park Number Two, the Commissioner, has set aside up to December 31st, $39,500.00 in the Park fund, and still has $51,200.00 in the General Fund, so that the time has now arrived for the Legislature to take definite action in making appropriations out of the General Revenue Fund for State Parks. It is hardly fair that hunters and fishermen should be the sole contributors.

I have visited the famous Hahatonka Park and I am convinced that, for location, natural beauty, water supply and adaptability, it cannot be excelled for a State Park. However, I am also convinced that if we had followed the recent suggestion that the State buy 3,030 acres of the lower or timber part of this tract for $60,000 it would have been a blunder. In the event you had not purchased the remaining 2,000 acres, which includes the lake, caves, springs, glen and easy access to the Niangua River, we would have been left "high and dry" with this timber section, which, alone, would never have made the kind of a park we want and should have in Missouri.

I recommend, therefore, that you purchase *not a part* but *all* of this tract, after first satisfying yourselves that it can be purchased at a fair and reasonable price, and further that you give to the Game Commissioner, or to whomsoever you intrust its management, the authority to purchase or condemn certain other property which an examination of the plat will indicate to you is essential to make a complete park.

I also suggest that you give the Commissioner authority to utilize convicts on state park work, to build fences, erect log cabins for campers, to build thousands of bird houses, as well as a number of lakes for fish and ducks, etc. This will give the convicts out-door life as well.

What a splendid thing a system of state parks will be! A place where the student may study science, the nature-lover feast his eyes, the artist receive new inspiration, the

lover of the birds and animals commune with them in their freedom—and, best of all, the average citizen may enjoy his outing and do so not as a trespasser.

STATE DEPARTMENTS

I shall not, at this time, enter into a detailed discussion of the splendid work and service performed by the various elective as well as appointive departments of the state government. Detailed reports will be submitted to you by their heads, who will also appear in person before your Committees. Here, I might mention the simple, efficient and economical form of state government, adopted by our fathers, and which succeeding Legislatures have from year to year reinforced and modernized. When we recall that the average per capita tax for state government during the last four years has been only $2.30, the lowest in America, we must realize how simple and effective the scheme and plan is.

I have been gratified to note the willingness of our most able and useful men and women to serve on state boards without compensation, discharging their duties as citizens. It is also noteworthy that these boards are bipartisan and free from political influences. Keep our state government close to the people.

Simplicity—Efficiency—Economy—these are the guiding principles in good government.

CONCLUSION

In laying down the responsibilities of the exalted office to which I was called four years ago, let me take this opportunity to express to the people of the state, through you their chosen representatives, my deep and everlasting gratitude for the honor they have done me, for the opportunity they have given me to serve them, for the confidence they have always reposed in me and for that strong and vigorous support coming from the men and the press of all parties at times sorely needed.

I want to express to my associates in public life, those in both high and low position, and of both political parties, my appreciation and gratitude for the co-operation given me. Whatever success we have attained is due to the spirit of mutual helpfulness that has prevailed. If I have managed to please the people, if they feel I have made a good Governor, if they feel they regret my term has expired—then, thank Heaven, I am a thousand times compensated for all the trials and cares of the eventful four years through which we have passed. For my part, I shall always look back upon them as the most useful years of my life.

I again welcome you, the New Administration, and all those to whom have been entrusted power and opportunity. May God give you the light and strength to serve our beloved State.

Respectfully submitted,

[FREDERICK D. GARDNER,]

Governor.

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VETO MESSAGES

TO THE SENATE

MARCH 14, 1917

From the Journal of the Senate, p. 937

CITY OF JEFFERSON, March 14, 1917.

To the Senate of the Forty-ninth General Assembly:

I have the honor to return herewith, without my approval, Senate bill No. 20, entitled

"An act to authorize the release of a certain mortgage executed by the Pacific Railroad Company to the Treasurer of Missouri under date of December 26, 1855."

Briefly stated, my reason for withholding my approval is that the act appears to violate the plain provisions of the following sections of the constitution of the State:

"Section 50, article IV: The General Assembly shall have no power to release or alienate the lien held by the state upon any railroad, or in any wise change the tenor or meaning, or pass any act explanatory thereof; but the same shall be enforced in accordance with the original terms upon which it was acquired."

"Section 51: The General Assembly shall have no power to release or extinguish or authorize the releasing or extinguishing, in whole or in part, the indebtedness, liability or obligation of any corporation or individual to this state, or to any county or other municipal corporation therein."

I do not know the history of the mortgage referred to in this measure. The bill contains no statement relative to the instrument, and no finding of facts justifying its release. If the obligations the mortgage was given to secure have been fully satisfied, and if facts exist that bring it from under the clearly expressed inhibition of the above sections of the

Constitution, the measure should contain a recital of such facts. In the absence of such a showing, I am unable to give my approval to the act.

Respectfully,

FREDERICK D. GARDNER,

Governor.

VETO RECORDED WITH THE SECRETARY OF STATE

APRIL 14, 1917

From the Journal of the House of Representatives, p. 1519

CITY OF JEFFERSON, April 14, 1917.

To the Secretary of State:

Sir—I have the honor to transmit herewith, without my approval, Senate bill No. 82, as follows:

An act to provide pensions for the deserving blind, and the means of determining the identity of the persons entitled to the same.

The reason for withholding my approval is as follows:

I regret that the financial condition of the State is such that this very worthy bill must be vetoed. Under the circumstances, I am compelled to withhold my approval.

FREDERICK D. GARDNER,

Governor.

VETO RECORDED WITH THE SECRETARY OF STATE

APRIL 14, 1917

From the Journal of the House of Representatives, pp. 1519-1520

CITY OF JEFFERSON, April 14, 1917.

To the Secretary of State:

Sir—I have the honor to transmit herewith, without my approval, Senate bill No. 3, as follows:

An act to repeal sections 858, 859 and 860 of article II, chapter 6 of the Revised Statutes of the State of Missouri, 1909, and enacting three new sections in lieu thereof, to be known as sections 858, 859 and 860, relating to bounties for destruction of certain animals.

The reason for withholding my approval is as follows:

I regret very much that the finances of the State are in such condition that it is impossible to approve this bill. The bill provides that five dollars be paid by the State as a bounty for the scalp of each wolf killed in any county in the State. Doubtless this would lead to the expenditure of a large sum of money, and the State's finances at present will not justify the same. However, I do approve of the principle of paying a bounty for the scalps of animals that destroy the live stock of the farmer; and if the State's finances should be in a condition to stand it, I will approve of a similar bill if passed by the next legislature. However, in that event, the bill should be very carefully drawn so that no unfair advantage can be taken of the State by bringing the scalps of animals in from other states or that those inclined to do so may be enabled to breed animals for the purpose of securing this bounty.

FREDERICK D. GARDNER,
Governor.

VETO RECORDED WITH THE SECRETARY OF STATE

APRIL 14, 1917

From the Journal of the House of Representatives, p. 1520

CITY OF JEFFERSON, April 14, 1917.

To the Secretary of State:

Sir—I have the honor to transmit herewith, without my approval, Senate bill No. 93, as follows:

An act to repeal an act entitled "An act to provide for a contingent fund for prosecuting attorneys of certain counties in this state," approved March 23, 1915, and of the Session Acts of 1915 of Missouri, page 101, with an emergency clause.

The reason for withholding my approval is as follows:

I have decided that the allowance for the contingent fund of prosecuting attorneys of five hundred dollars is reasonable and should be maintained by the county. In this opinion the author of the bill now concurs with me. Therefore, I withhold my approval of the bill.

FREDERICK D. GARDNER,
Governor.

VETO RECORDED WITH THE SECRETARY OF STATE

APRIL 14, 1917

From the Journal of the House of Representatives, p. 1520

CITY OF JEFFERSON, April 14, 1917.

To the Secretary of State:

Sir—I have the honor to transmit herewith, without my approval, House bill No. 608, as follows:

An act entitled "An act to repeal section 11732 of article 12, chapter 119 of the Revised Statutes of Missouri, 1909, relating to the compensation of assessors, enacting in lieu thereof a new section to be known as section 11732."

The reason for withholding my approval is as follows:

I regret that I can not approve this bill. But the financial condition of the state is such that I feel we must practice the most rigid economy. Therefore, I withhold my approval of this bill.

FREDERICK D. GARDNER,
Governor.

VETO RECORDED WITH THE SECRETARY OF STATE

APRIL 14, 1917

From the Journal of the House of Representatives, p. 1521

CITY OF JEFFERSON, April 14, 1917.

To the Secretary of State:

Sir—I have the honor to transmit herewith, without my approval, House bill No. 784, as follows:

An act to repeal section 11808, article I of chapter 121, Revised Statutes of Missouri, 1909, relating to the fiscal year of the state, and to enact a new section in lieu thereof.

The reasons for withholding my approval are as follows:

In view of the fact that the 49th General Assembly passed numerous revenue laws and made other radical departures which will affect the finances of the state, I do not consider it the wise procedure to change the fiscal year of the state just at this time.

Another reason why the fiscal year should not be changed is that the administration changes on January first each four years, including the governor and all other elective officers. It is a very serious question as to whether or not it would be wise to have these men go out of office with the books having been balanced six months previous to that time. Radical changes might take place within six months. Therefore, it seems to me that it is best for each administration to close the books and be responsible to the public up to the very last part of such administration. It would be very easy for an outgoing administration to hold back on the payment of large amounts of obligations to be placed as an unfair charge against the incoming administration. So, all in all, while it would seem that there would be some advantages in having the fiscal year end July first, these advantages would be offset by the opportunity for the

outgoing administration to avoid direct responsibility to the public.

FREDERICK D. GARDNER,
Governor.

VETO RECORDED WITH THE SECRETARY OF STATE

APRIL 14, 1917

From the Journal of the House of Representatives, pp. 1521-1522

CITY OF JEFFERSON, April 14, 1917.

To the Secretary of State:

Sir—I have the honor to transmit herewith, without my approval, House bill No. 643, as follows:

An act to provide for the giving and accepting of bail from any and all persons arrested upon any charge which constitutes a misdemeanor against the laws of the State of Missouri, or an offense against the ordinance of any city in the State of Missouri.

After careful consideration, I have come to the conclusion that while this bill would, no doubt, in many cases be of service because it would eliminate our present system of professional bondsmen, yet there are other considerations which outweigh this advantage. And for the following reasons I have decided to veto the bill:

1st. The acceptance of cash or its equivalent for bail will allow a man who should be punished by imprisonment to pay a fine by merely forfeiting his bail.

2nd. That it places the power to accept bail in too many hands.

3rd. That it penalizes an officer for failing to accept bail, which would tend to intimidate such officer.

4th. That it places upon the arresting officer an obligation to make a statement of facts at the time of the arrest which could be used by the man so arrested in framing a defense in case he should be tried.

5th. That in the case of pickpockets, it would be impossible to hold them for identification by the victims.

Therefore, I must withhold my approval of the bill.

FREDERICK D. GARDNER,
Governor.

VETO RECORDED WITH THE SECRETARY OF STATE

APRIL 14, 1917

From the Journal of the House of Representatives, p. 1522

CITY OF JEFFERSON, April 14, 1917.

To the Secretary of State:

Sir—I have the honor to transmit herewith, without my approval, House bill No. 914, as follows:

To provide for the public safety by requiring each pistol, revolver or other similar weapon, to be stamped with a description of the same and a record of all sales thereof to be kept by all dealers therein; and regulating the buying, selling, borrowing, loaning, giving away, trading, bartering, delivering or receiving of such weapons, and prescribing punishments for the violation thereof.

The reason for withholding my approval is as follows:

After considering this bill from different standpoints, I have come to the conclusion that it should be vetoed for the reason that in other states where similar bills have been passed by the legislature and have gone into effect they have not diminished the number of pistols purchased by those who wish to buy them, but have driven that amount of business from the local merchants and diverted it to mail order houses and merchants in other cities. And while it restricts the purchase of pistols in this state, it does not prevent the man who wishes to buy a pistol from stepping across the bridge to East St. Louis and buying one or

across the bridge at Kansas City and buying one in Kansas. Hence it would seem that the bill is an injustice to Missouri merchants and, therefore, I withhold my approval of it.

FREDERICK D. GARDNER,
Governor.

VETO RECORDED WITH THE SECRETARY OF STATE

APRIL 14, 1917

From the Journal of the House of Representatives, pp. 1522-1523

CITY OF JEFFERSON, April 14, 1917.

To the Secretary of State:

Sir—I have the honor to herewith transmit, without my approval, Senate bill No. 183, entitled as follows:

An act establishing a state home for neglected, ill-treated and homeless children; providing for the superintendent and employes thereof and their salaries; prescribing rules and regulations for the government of the home and for the admission of children thereto and their discharge therefrom, and placing the same under the supervision of the board of charities and corrections; and carrying an appropriation therefor.

The reason for withholding my approval is as follows:

I regret that the financial condition of the state is such that this most worthy bill must be vetoed. Under the circumstances, I am compelled to withhold my approval because the bill carries with it an appropriation of thirty thousand dollars.

FREDERICK D. GARDNER,
Governor.

VETO RECORDED WITH THE SECRETARY OF STATE

APRIL 17, 1917

From the Journal of the House of Representatives, pp. 1523-1524

CITY OF JEFFERSON, April 17, 1917.

To the Secretary of State:

Sir—I have the honor to herewith transmit, without my approval, the following bill:

House bill No. 56, entitled

An act to provide for the payment of a bounty for the killing of hawks and owls, authorizing the county court to offer and pay same and fixing the duties of the county clerks.

The arguments in favor of the bill are outweighed by those against it. The bill will also place an additional financial burden on the counties. I have already approved several bills adding to such burdens, and do not feel that I should impose anything further upon them. Furthermore, as above indicated, the arguments against this bill appeal to me more strongly than those in its favor. Many who have studied the life and habits of owls and hawks claim that these raptorial birds are of vastly more benefit than injury to the farmers of the country. While most birds do some damage, the great majority are pre-eminently useful. Discussing the relative benefits and injuries done by these birds a government authority says: "How often are the services rendered to man misunderstood through ignorance. The birds of prey, the majority of which labor day and night to destroy the enemies of the husbandman, are persecuted unceasingly. * * * Hawks and owls are complementary to each other. While hawks hunt by day and keep diurnal mammals in check, owls whose eyesight is keenest during twilight and before dawn, capture nocturnal species. Again, owls are less migratory than hawks, and during the long winter they remain in the land of ice and snow to wage

incessant warfare against the enemies of the orchard, garden and harvest field. * * * In many places hawks are all that are left of the mighty army that once waged war against these pests and so kept them in check. To make matters worse, at least one western state passed a bounty act against hawks and owls, as a result of which thousands of grasshopper-eating hawks were destroyed at the public expense. Is it a wonder that after their enemies were reduced to a minimum, the grasshoppers increased and spread destruction before them. * * * It must be apparent to those who have carefully read the foregoing pages that the relentless persecution of our birds of prey as a class, is not only unjust, but is extremely prejudicial to the interests of the farmer, orchardist and sportsman. In many localities, however, the men directly interested are awakening to the facts of the case, and are learning to cast aside prejudice and to appreciate the valuable services rendered by the indefatigable hawks and owls in ridding their fields, plantations and covers of noxious pests. When this approved sentiment becomes more widespread and the true character of our pedatory birds is more fully recognized, the occurrence of disastrous outbreaks of mammals and insects will be comparatively rare.

"Much apprehension still exists among farmers as to the habits of birds of prey. Examination of the contents of the stomachs of such birds, to the number of several thousand, has established the fact that their food consists almost entirely of injurious mammals and insects, and that accordingly these birds are in most cases positively beneficial to the farmer and should be fostered and protected."

Therefore, I have concluded to withhold my approval of the bill.

Respectfully,

FREDERICK D. GARDNER,

Governor.

VETO RECORDED WITH THE SECRETARY OF STATE

APRIL 17, 1917

From the Journal of the House of Representatives, pp. 1525-1527

CITY OF JEFFERSON, April 17, 1917.

To the Secretary of State:

Sir—I have the honor to herewith transmit, without approval, House bill No. 924, entitled

An act authorizing the board of fund commissioners to invest the state moneys in certain funds in bonds, and making an appropriation for the purpose of meeting the expenses of the board of fund commissioners in carrying out the provisions of this act.

Section one of this bill authorizes the fund commissioners of the state composed of the Governor, State Auditor, State Treasurer and Attorney-General, to invest the fund in the state treasury known as the Escheats Fund in county, municipal or drainage district bonds or in bonds issued under the Federal Farm Loan Act and pay the interest received on these securities into the general revenue fund.

Section two of the bill authorizes the said Commissioners to "invest the moneys derived from the annual tax provided in section twenty-six, article ten of the Constitution of the State of Missouri for the purpose of paying the annual interest on the School Fund certificates of indebtedness, and not required to pay such interest," in the same kind of securities and pay the interest received into the treasury to the credit of the School Fund.

The bill also appropriates $1,000.00 "to meet the expenses of carrying this act into effect" and "for the use of the members of the board of fund commissioners."

I have no objection to the provisions of section one of the bill. It would probably be all right for the escheats fund to be invested in securities although when it is considered that the state is now obtaining 3.68 per cent interest

on all deposits very little benefit, if any, would result; and when it is further considered that this fund is now scattered throughout the rural districts where it is urgently needed, the injury resulting from withdrawal would more than offset any benefits.

The money derived by the annual tax referred to in section two is what is known as the "Interest Fund," and the authority for the levy of the tax is found in said section twenty-six of article ten of the Constitution. The said section also specifically states the purpose of the tax and how the proceeds thereof shall be used. The language of said section covering these two points is as follows:

"Whenever the state bonded debt is extinguished or a sum sufficient therefor has been received, there shall be levied and collected, in lieu of the ten cents on the one hundred dollars valuation now provided for by the statutes, an annual tax not to exceed three cents on the one hundred dollars valuation, to pay the accruing interest on all the certificates of indebtedness, the proceeds of which tax shall be paid into the state treasury and appropriated and paid out for the specific purposes herein mentioned."

The Constitution having provided the specific purposes for which these moneys can be used it is plain that the legislature cannot authorize them to be used for any other purpose. Can they be taken out of the treasury and used for the purpose of trafficking in bonds? I think not, without doing violence to the above provision of the Constitution.

This section of the Constitution was adopted by the people of the state at the general election held in November, 1902. In adopting this amendment and authorizing an annual tax "not to exceed three cents on the one hundred dollars valuation," I do not believe they intended to create a permanent fund that might be used by the fund commissioners for investment or speculative purposes. It was their thought and purpose only to authorize an annual tax sufficient to pay the annual interest on the school fund certificates of indebtedness. There is legislative sanction for this construction of this constitutional provision in the

fact that the legislature has twice reduced the levy. The session of 1903 provided for a levy of two cents. The session of 1915 reduced the levy to one cent.

Under the levy of two cents a surplus of several hundred thousand dollars had accumulated in the fund, but in 1916 under the present levy of one cent there was a deficit of $5,700.00 in the fund. In other words the money derived from the present levy is insufficient to pay the interest on the school fund certificates and the deficiency must be paid out of the funds accumulated which this bill directs the fund commissioners to withdraw from the treasury and invest. If the amount accumulated is withdrawn and invested in bonds, as this bill provides, how will this deficiency be met? There is no provision whatever for meeting it. The bill does not provide that the interest on the bonds may be used to take care of it. If the fund should be invested in long time bonds—and the character of bonds it is directed the same shall be invested in are all long time securities—the fund would not be available for use and the interest on the school fund certificates could not be paid. The fact this bill makes such a situation possible is alone enough to warrant a veto.

Furthermore, unless the proceeds of the direct tax should be considerably increased the annual withdrawals from the accumulations in the interest fund to meet the deficiency in such proceeds and pay the annual interest on the school fund certificates will, in a few years, exhaust such accumulations and there would be no fund to invest as this bill directs.

When it is considered that under the operations of the law concerning the interest on deposits of all surplus funds in the state treasury the state is now receiving almost as high a rate of interest as is obtained on bonds, the possible slight financial gain to the state under the provisions of this bill do not convince me that it should be approved.

Respectfully submitted,

FREDERICK D. GARDNER,

Governor.

TO THE HOUSE OF REPRESENTATIVES

APRIL 18, 1919

From the Journal of the House of Representatives, pp. 1582-1583

To the House of Representatives of the Fiftieth General Assembly:

I have the honor to return herewith, without my approval, House bill No. one hundred and seventeen (117), entitled

An act to amend section 1 of an act of the General Assembly of the State of Missouri for the year 1915, entitled "An act creating commissioners to select and designate what opinions of the Missouri Supreme Court and courts of appeals shall be published in the official reports of the state: to supervise the preparation of the syllabi thereof, providing for the salaries and duties of such commission, with an emergency clause, and to repeal sections 3918, 3919, 3920 of the Revised Statutes of Missouri, found at page 251 of the Laws of the State of Missouri for the year 1915, and approved March 22, 1915, by striking out certain words in section 1 and inserting other words in lieu thereof, and by repealing sections 2 and 5 of said act, with an emergency clause."

It appears that section forty-three of article VI of the Constitution vests the Supreme Court with absolute authority over the publication of the opinion of the court. Said section reads as follows:

"The Supreme Court of the state shall designate what opinions delivered by the court, or the judges thereof, may be printed at the expense of the state; and the General Assembly shall make no provision for payment by the state for the publication of any case decided by said court not so designated."

This section not only gives the court full authority to designate what opinions delivered by the court shall be printed at the expense of the state, but expressly forbids

the General Assembly from making provision for payment by the state for the publication of any case decided by the court not so designated for publication. This clearly denies the right of the General Assembly to interfere with the power of the court in the matter.

This bill undertakes to compel the publication of all opinions delivered by the court at the expense of the state, regardless of the public value of the opinion. This would doubtless add several thousand dollars each year to the expenses of the state upon the item of printing. While the act would not be binding upon the court, I do not feel it would be wise to sanction the printing of the opinions of the court in each and every case regardless of the public value thereof.

I assume the court will direct the publications of all opinions of any value, either to the people or the bar of the state. The court is in the best position to pass judgment upon what opinions are of sufficient importance to justify printing at the expense of the people. I presume this is one reason why the makers of our Constitution placed the matters wholly in the hands of the court.

The fundamental law having fixed the responsibility in this matter, I am of the opinion that any attempt to interfere with the discharge of that responsibility is unwise.

Respectfully,

FREDERICK D. GARDNER,

Governor.

TO THE HOUSE OF REPRESENTATIVES

APRIL 23, 1919

From the Journal of the House of Representatives, p. 1709

To the House of Representatives of the Fiftieth General Assembly:

I have the honor to herewith return, without my approval, House bill No. 63, entitled

"An act to provide pensions for the deserving blind, and the means of determining the identity of the persons

entitled to the same; and defining what shall constitute blindness according to this act. Duties of State Auditor herein defined, and providing for appeal from actions of county court or mayor to circuit court. Providing for means of payment of same by the state."

This bill provides for the payment of a pension of $180.00 per annum to blind persons.

The purpose of the act is highly commendable. There is no class of individuals who so strongly appeal to the sympathy of those who can see as the plight of those who cannot see. I, therefore, keenly regret that I am constrained, indeed, compelled, to return this bill without my approval. Under this measure practically all the blind of the state would be entitled to a pension. For the biennial period it would require approximately one million dollars to comply with the bill's provisions. As worthy as is the cause, it is simply impossible to find any such sum available for this purpose. This state, however, is doing all it can afford to do at present for these unfortunate people. We are maintaining a school for the blind which is costing the state a large sum of money annually. Several years ago the Legislature established a blind commission. This commission is doing a splendid work. It now has workshops in St. Louis, Kansas City and Jefferson City, and they are gradually in a measure, training the blind to be self-supporting. A substantial appropriation must be made by this Legislature for this commission. Such an appropriation, together with the appropriation necessary to maintain the School for the Blind in St. Louis, will be all the state can possibly expend for her blind under existing circumstances. If I could see any possible source from which the large sum required to carry this measure into effect would be forthcoming, I would be delighted to sign it. I would be derelict in my duty as Governor of the state to so govern it as to lead it into bankruptcy, and cannot and will not do so.

Respectfully submitted,

FREDERICK D. GARDNER,

Governor.

VETO RECORDED WITH THE SECRETARY OF STATE

JUNE 2, 1919

From the Journal of the House of Representatives, Extra Session, pp. 2363-2365.

CITY OF JEFFERSON, June 2, 1919.

To the Secretary of State:

Sir—I have the honor to herewith transmit, without my approval, the following bills which reached me within ten days next preceding the date of the adjournment of the Fiftieth General Assembly:

House bill No. 45, entitled

An act to provide for the commitment to and care of feeble-minded persons in state institutions or colonies, and their discharge therefrom, and to repeal sections 1508 and 1509, of the Revised Statutes of Missouri, 1909.

I withhold my approval from this bill because, in my opinion, it being a later act than Senate bill No. 590, and being inconsistent with the provisions of the aforesaid measure, would, if approved, operate to repeal Senate bill No. 590 and thereby deprive the Colony for the Feeble-minded of the five dollars per month for each inmate, to be paid by the county sending the person to the institution.

House bill No. 200, entitled

An act to repeal an act entitled "An act to create a permanent state tax commission, defining its powers and duties, fixing the compensation of its members and employes, providing penalties for certain violations, and repealing all acts and parts of acts in so far as they conflict with this act" approved April 9, 1917.

This act, if approved, would repeal the act of 1917 creating a permanent state tax commission. The effect of such repeal would be to deprive the state of any authority to assess the property of railroads and other corporations

situated in this state. The effect of this would be to deprive the state and the counties of the tax derived from the taxation of such property amounting approximately to four and one-half million dollars per annum. As above indicated, the measure would repeal the act of 1917, but does not provide for the restoration of the power and authority of the State Board of Equalization to assess the property of railroads and other corporations, which was the law previous to the 1917 enactment. It appears to be a well settled rule that the mere repealing of an act of the Legislature does not have the effect of restoring the former law covering the same subject matter. To deprive the state and counties of the revenue derived from the taxation of the property of railroads and other corporations would not only be a calamity to the finances of the state and the counties, but would be a rank injustice to the people of the state.

House bill No. 113, entitled

An act to amend section 1000, article 2, chapter 10, Revised Statutes of the State of Missouri, 1909, relating to circuit and prosecuting attorneys.

This measure, as the reading of it will disclose, proposes to extend the term of prosecuting attorneys from two to four years. I do not believe it is wise legislation at this time. The Prosecuting Attorney's office is doubtless the most important county office. There is a general election throughout this state every two years. In all those cases where the prosecuting attorney makes an efficient official he has little or no trouble in securing re-election for a second term. Therefore, I believe the law should remain as it is at the present time.

Senate bill No. 385, entitled

An act to repeal section 1475, chapter 19, article X, Revised Statutes of Missouri for 1909, entitled "School for the Blind" and to enact a new section in lieu thereof, to be known as section 1475.

I am advised that this measure covers the same subject matter as House bill No. 255 which has already been approved, therefore, this measure is useless.

C. S. for House bill No. 572, entitled

An act to repeal sections 1 to 10 inclusive of Session Acts of 1913, entitled "Justices and constables in townships of 100,000 inhabitants and less than 400,000 inhabitants," found on page 394 and following, of Session Acts approved March 25, 1913, and to enact 11 new sections in lieu thereof to be known as sections 1 to 10a inclusive, with an emergency clause.

I regret I am unable to give my approval to this measure.

Senate bill No. 29, entitled

An act to repeal article 2 of chapter 33 of the Revised Statutes of Missouri of 1909, entitled, "Training school for minors."

I have been advised there was an error in enrolling this bill. The engrossed measure repealed article eleven, Revised Statutes of 1909. The bill as enrolled would repeal article II. The engrossed measure undertook to repeal article eleven of chapter 3 of the Revised Statutes, 1909. The bill as enrolled would repeal article II of chapter 33 of the Revised Statutes, 1909.

Senate bill No. 721, entitled

An act to repeal section number 666, article V, chapter 4, Revised Statutes of Missouri, 1909, relating to the state poultry association and to repeal an act amending and adding to the said section 666 enacted in 1913 and found on page 105 of the Laws of Missouri, and to repeal an act amending and adding to the said section 666 enacted in 1915 and found on page 94 of the Laws of Missouri, and to enact a new section in lieu thereof to be known as section 666.

I have been advised that this bill is useless as it makes no change in the present law covering the same subject.

House bill No. 489, entitled

An act to repeal section 3939, article 2, chapter 35, Revised Statutes of the State of Missouri, 1909, relating to the transfer of causes from one appellate court to another.

It appears this measure is useless for the reason that Senate bill No. 116 covers the same subject.

Senate bill No. 79, entitled

An act to repeal sections 858, 859 and 860 of article 11, chapter 6, of the Revised Statutes of the State of Missouri, 1909, and enacting three new sections in lieu thereof to be known as sections 858, 859 and 860, relating to bounties for destruction of certain animals.

I have already approved a measure covering the same subject matter.

Respectfully,
FREDERICK D. GARDNER,
Governor.

VETO RECORDED WITH THE SECRETARY OF STATE

JUNE 5, 1919

From the Journal of the House of Representatives, Extra Session, p. 2365

CITY OF JEFFERSON, June 5, 1919.

To the Secretary of State:

Sir—I have the honor to herewith transmit, without my approval endorsed thereon, the following bill which reached me within ten days next preceding the adjournment of the Fiftieth General Assembly.

House bill No. 36, entitled

An act to repeal sections 17, 18, 19, 20, 21, 27, 28, 29, 30, 31, 32, 34 and 35, of an act entitled "Charities and corrections: Penitentiary, Missouri training school for boys, industrial home for girls and industrial home for negro girls," as it appears in Laws of Missouri, 1917, commencing at page 155, and to enact new sections in lieu thereof to be known as sections 17, 17a, 18, 19, 20, 21, 27, 28, 29, 30, 31, 32, 34 and 35 of said act.

This is a very meritorious measure. I regret the Legislature failed to provide the necessary funds and an appro-

priation to enable the Prison Board to carry out its requirements.

Respectfully,
FREDERICK D. GARDNER,
Governor.

VETO RECORDED WITH THE SECRETARY OF STATE

JUNE 7, 1919

From the Journal of the House of Representatives, Extra Session, p. 2354

CITY OF JEFFERSON, June 7, 1919.

To the Secretary of State:

Sir—I have the honor to transmit herewith with my approval endorsed thereon House bill No. 1053 which reached me within ten days next before the adjournment of the General Assembly, said bill entitled

An act to provide money to pay deficiencies in the expenses of the state government, for the years 1917 and 1918, and preceding years, with emergency clause, with my approval endorsed thereon, except to the following items, to which I object and which I return without my approval:

Section 59—The item contained therein appropriating the sum of $2,691.00 for new building, in said section for Normal School No. 3 at Cape Girardeau, Mo., for the reason that this item appears to be the balance due on a claim for erecting buildings at said Normal School in the year 1908, and it appears that the same has been presented to several of the General Assemblies held since that date, and uniformly disallowed, therefore on this account and for lack of funds with which to pay said claim, I hereby veto, object to, and return without my approval, this item as above stated.

Section 16a—The item of $7,130.00 to pay hold-over clerks for service performed during the Forty-ninth General Assembly; the question has arisen as to whether the services

charged for were rendered within whole or in part. This is a question for the accounting department of the State to determine upon presentation of the several claims.

Respectfully,

FREDERICK D. GARDNER,

Governor.

From the Journal of the House of Representatives, Extra Session, pp. 2353-2354

CITY OF JEFFERSON, June 9, 1919.

To the Secretary of State:

Sir—In transmitting my message of June 7, 1919, attached to House bill No. 1053, Section 16a of said bill for $7,130.00 to pay hold-over clerks for services performed during the 49th General Assembly, was not vetoed, but the question of the state's liability therefor is a question for the accounting department of the state to determine upon presentation of the several claims.

Please attach this explanation to the letter of transmittal above referred to.

Respectfully,

FREDERICK D. GARDNER,

Governor.

VETO RECORDED WITH THE SECRETARY OF STATE

JUNE 7, 1919

From the Journal of the House of Representatives, Extra Session, pp. 2355-2358

CITY OF JEFFERSON, June 7, 1919.

To the Secretary of State:

Sir—I have the honor to transmit herewith House bill No. 1071, with my approval endorsed thereon, which

reached me within ten days next before the adjournment of the General Assembly, said bill entitled

An act to appropriate money for the support of the State Government, the payment of the contingent and incidental expenses of the State Departments, the public printing, and for the payment of certain other demands against the State for which no appropriation has heretofore been made, for the years 1919 and 1920, and appropriating money to the various counties in this State for pay of superintendents of school, rural high school and aid and teachers training courses in counties and cities, with an emergency clause, with my approval endorsed thereon, except as to the following items, to which I object and which I return without my approval. I append to the bill, at the time of signing same, a statement of the items to which I object, my reasons for objections to said items, and returning same without my approval as follows:

The State's business must be conducted upon sound business principles. The State must not in any case contract debts and obligations beyond the expectancy of the revenue.

Statement of items objected to and returned without my approval in approving House bill No. 1071:

Under the provisions of section 13, article 5 of the Constitution of Missouri, I hereby and herewith append to House bill No. 1071, at the time of signing said bill, the following statement of the items objected to by me, and which are objected to and returned without my approval, in my letter to the Secretary of State, showing the items objected to and returned without my approval, and my reasons therefor:

Items objected to and returned without my approval:

Section 26a—Appropriating the sum of $5,000.00 for the payment of regular circuit judges who have been chosen to try criminal cases, where change of venue has been taken, for the reason that no appropriations have been heretofore made in advance for this purpose owing to the uncertainty of the amounts due and for lack of funds.

Section 26b—Appropriating the sum of $6,000.00 for the payment of services of special judges, who are chosen to hold court, for the reason that no appropriations have heretofore been made for this purpose in advance, owing to the uncertainty of the amounts due and for lack of funds.

Section 27—Appropriating the sum of $1,000.00 for the payment of expenses and per diem of circuit judges, who are called to try change of venue cases in drainage districts, for the reason that no appropriations have been heretofore made for this purpose in advance owing to the uncertainty of the amounts due and for lack of funds.

Section 34a—Appropriating the sum of $20,000.00 to pay the incidental, traveling and other expenses of the committee appointed under the concurrent resolution of the House and Senate, to provide for a fitting celebration for centennial for the admission of the State of Missouri into the Union, for the reason that the State Historical Society will be prepared to submit to the General Assembly, which convenes in January, 1921, all necessary data, etc., for the General Assembly to then determine the exact character and scope of the Centennial celebration, and there will be eight months time remaining to make the necessary arrangements for said celebration.

Section 60—The item appropriating $7,200.00 for pay of clerks for copying land records for the lack of funds, sufficient to justify said expenditure, which is the same reason for objecting to this item as was assigned two years ago.

Section 64—Appropriating the sum of $5,000.00 for providing a suitable and proper exhibit of the Agricultural, Horticultural, Household Arts, Industrial and Historical resources of the State of Missouri at the International Farm Congress and Soil Products Exposition in Kansas City, Mo., in the autumn of 1919, for the lack of funds to pay said appropriation.

Section 65—Appropriating $5,000.00 for the payment of premiums on Agricultural, Horticultural, Domestic Science and Domestic Art exhibits at the Fourteenth Annual Soil Products Exposition to be held in Kansas City, Mo., in 1919.

And appropriating the sum of $5,000.00 for the same purpose at the Fifteenth Annual Exhibit to be held in 1920, for lack of funds to pay said appropriation.

Section 75—Appropriating the sum of $3,750.00 for the relief of H. H. Hohenschild and H. G. Clymer, being for balance due on contract with the Board of Prison Inspectors for plans and specifications for new cell building at Missouri Penitentiary for the reason that the State holds the receipt of said parties acknowledging payment in full of said claim against the State.

Section 76—Appropriating the sum of $954.05 for the relief of Frederick G. Hibbard and Robert P. Bringhurst, being for interest on vouchers issued to them by the Mark Twain Memorial Commission, said vouchers being issued in 1915, for lack of funds to pay said appropriation.

Section 76a—Appropriating the sum of $5,000.00 to erect a monument in the city of Pleasant Hill, Mo., to the memory of Colonel Hiram M. Bledsoe, for lack of funds to pay said appropriation.

Section 77—Appropriating the sum of $5,522.37 for the relief of A. J. Watkins, in payment of balance of claim for loss and damage to cattle detained by State Veterinarian, for the reason that the said Watkins accepted the sum of $4,500.00 in full payment of said claim. (See Session Acts, 1909, section 77, page 24.)

Section 86—Appropriating the sum of $793.00 for the relief of Osage County, Mo., on account of money expended by said county for service of guards of the Missouri Penitentiary in connection with the use of prison labor by said county on the public roads in said county, for the same reason as that assigned for objecting to this item two years ago and for lack of funds to pay said claim.

Section 86e—Appropriating the sum of $204.45 for relief of Garvey Estate for materials and labor furnished at State Fish Hatchery at St. Joseph, Mo., in year 1908 for the reason that said claim should have been presented to the General Assembly in 1909, and for lack of funds to pay same.

Section 93—Appropriating the sum of $260,000.00 for the payment of pensions of the Ex-Confederate Soldiers for the years 1919 and 1920 for the reason that an appropriation for the sum of $270,000.00 has been approved for the payment of such pensions for the years 1917 and 1918, which is all that can be approved in this biennial period on account of lack of funds.

Section 105—Appropriating the sum of $50,000.00 for the purpose of paying such money to fairs or agricultural societies within any county of this state regularly organized and incorporated under the laws of this state for holding county fairs, for the reason that doubt exists as to the constitutionality of said appropriation as expressed in an opinion given by the Attorney-General as to a similar appropriation in 1917, and for the reason of a lack of funds with which to pay said appropriation.

Section 105b—Appropriating the sum of $6,000.00 for the pay of physician of the State Penitentiary for the years 1919 and 1920, for the reason that the Attorney-General holds that said appropriation is unconstitutional and for lack of funds to pay said appropriation.

Section 105e—Appropriating the sum of $30,000.00 for the purchasing of a site erecting and furnishing a building for a State Home for neglected and dependent children; this is a very meritorious measure, and except for lack of of funds with which to pay said appropriation, would be approved.

Section 82a—The items $2,500.00 to pay the selected officers and hold-over clerks of the Senate and the sum of $1,800.00 to pay the selected officers and hold-over clerks of the House the question has arisen as to whether the claimants have rendered the services in part or in whole for which these sums are appropriated to pay. This is a question for the accounting department of the state to determind upon presentation of the several claims.

Thus, I hereby veto, object to and return, without my approval, items as above enumerated, amounting to $416,-423.87.

Respectfully,
FREDERICK D. GARDNER,
Governor.

From the Journal of the House of Representatives, Extra Session, pp. 2354-2355

CITY OF JEFFERSON, June 9, 1919.

To the Secretary of State:

Sir—In transmitting my message of June 7, 1919, attached to House bill No. 1071, section 82a of said bill for $4,300.00 to pay the selected officers and hold-over clerks of the Senate and House in the 50th General Assembly, was not vetoed, but the question of the state's liability therefor is a matter for the accounting department of the state to determine upon presentation of the several claims.

Please attach this explanation to the letter of transmittal above referred to.

Respectfully,
FREDERICK D. GARDNER,
Governor.

VETO RECORDED WITH THE SECRETARY OF STATE

JUNE 7, 1919

From the Journal of the House of Representatives, Extra Session, pp. 2365-2371

CITY OF JEFFERSON, June 7, 1919.

To the Secretary of State:

Sir—I have the honor to herewith submit, without my approval endorsed thereon, the following bills which reached

me within ten days next preceding the final adjournment of the Fiftieth General Assembly:

Senate bill No. 483, entitled

An act regulating the issuance of bonds and the levy of tax to pay for same, with an emergency clause.

The Speaker omitted to sign this measure, as required by section 37, article IV of the Constitution. Therefore, if approved, it would be invalid. The constitutionality of the bill is also extremely doubtful.

Senate bill No. 705, entitled

An act to amend section 10578 of article 6, chapter 102, Revised Statutes of 1909, relating to special road districts, as amended by an act of the forty-eighth General Assembly, entitled, "An act to amend section 10578 of an act entitled, special road districts, of article 6, chapter 102, Revised Statutes of 1909, by adding a new provision thereto at the close of said section," by adding a further new provision thereto at the close of said section.

The Speaker omitted to sign this measure as required by section 37, article IV of the Constitution.

House bill No. 851, entitled

An act to repeal an act entitled "An act providing for a tax on the transfer of gifts, legacies, inheritances, bequests, devises, appointments and successions; providing for its payment and collection, establishing and enforcing liens therefor, providing the method of procedure for determining the amount of and liability therefor and providing for suits to quiet title against claims of liens arising by reason thereof and to repeal article 14 of chapter 2 of the Revised Statutes of Missouri of 1909 entitled, 'Collateral inheritance tax' and all amendments thereto," approved April 12, 1917, Laws of Missouri, 1917, pages 114 to 127, both inclusive and to provide, in lieu thereof, for a tax on the transfer of gifts, legacies, inheritances, bequests, devises, appointments and successions, providing the procedure for determining the amount thereof; authorizing the appointment of appraisers and fixing their salaries; providing for its payment and collection and establishing liens therefor and the method of

enforcing same; and providing for suits to quiet title against claims or liens arising by reason hereof.

I have approved Senate bill No. 366 amending the Inheritance Tax Law enacted in 1917, therefore, this measure is unnecessary.

Senate bill No. 92, by Sen. Elder, entitled

An act to amend section 4052 of the Revised Statutes of Missouri of 1909, as amended by the Laws of Missouri of 1917, page 249, by changing the words "one thousand" to "twelve hundred," and the words "nine hundred" to "one thousand and eighty."

This bill increased the salaries of janitors and assistant janitors of the circuit courts for the city of St. Louis. This bill was submitted to the Board of Estimate and Apportionment of the city of St. Louis which declined to approve it, stating that the measure increased the salaries for these janitors out of proportion to the salaries of janitors working in the municipal buildings of the city. The Board assured me that it will equalize the salaries of the janitors of all public buildings by securing the passage of city ordinances.

C. S. for Senate bill No. 310, entitled

An act to amend an act of the General Assembly of the State of Missouri, approved April 10, 1917, appearing on pages 403 to 418, inclusive, of the printed laws of said year relating to motor vehicles, by repealing sections 5, 15 and 18 of said act and enacting in lieu thereof three new sections to be known as sections 5, 15 and 18.

I have approved House bill No. 589 which covers all the provisions of this bill. Therefore, this measure is vetoed.

House bill No. 930, entitled

An act to repeal an act approved March 25, 1913, as found in the Laws of Missouri, 1913, at pages 105, 106 and 107, entitled "An act providing for the payment of thirty per cent of the total amounts of premiums paid at any annual fair or agricultural society for the exhibit of horticulture, agriculture, poultry, live stock, fancy work, school exhibits, and domestic and mechanical arts, by the State of Missouri and appropriating such money," and to enact

five new sections in lieu thereof, to be known as sections 1, 2, 3, 4 and 5, including an emergency clause, providing for the payment by the Missouri State Board of Agriculture of thirty per cent of the first one thousand dollars of cash premiums, and thirty per cent of cash premiums in excess of said one thousand dollars, paid by any fair or agricultural society at their annual fair for exhibits of agriculture, horticulture, live stock, poultry, fancy work, school exhibits and domestic and mechanical arts; providing how applications for the benefits of this act shall be made, and what they shall contain; and limiting the claims for benefits to exhibitions that are general in character.

This measure, giving state aid to county fairs is not approved for the following reasons: 1. Because of the over-appropriation of the revenue. 2. Because the Attorney-General has held that state aid to county fairs was unconstitutional. 3. Because I have approved House bill No. 931 which empowers county courts to aid county fairs.

Senate bill No. 119, entitled

An act to amend section 3040, article 1, chapter 33, Revised Statutes of the State of Missouri, 1909, relating to corporations, by striking out certain words therein.

This bill is not approved for the reason I have been advised by the corporation attorney in the office of the Secretary of State, if this measure becomes a law, a foreign corporation can come into this state and transact business indefinitely without first procuring a license.

House bill No. 44, entitled

An act establishing a state home for neglected, ill-treated and homeless children; providing for the superintendent and employes thereof and their salaries; prescribing rules and regulations for the government of the home and for the admission of children thereto and their discharge therefrom; and placing the same under the supersivion of the board of charities and corrections; and carrying an appropriation therefor.

This is a very meritorious measure and I regret I am unable, on account of the financial condition of the state and the over-appropriation of the revenue to sustain existing institutions, that I cannot give approval to the measure.

House bill No. 304, entitled

An act to provide for a contingent fund for county marshals in certain counties or this state, with an emergency clause.

I understand this measure is unnecessary for the reason that we have a statute providing [that] expenses of county officials may be taken care of by appropriation made by the county court.

C. S. for Senate bill No. 222, entitled

An act to repeal section 10722 of article 2, of chapter 104, of the Revised Statutes of Missouri of 1909, and to repeal an act of the Forty-sixth General Assembly, entitled "An act to amend section 10722, of article 2, of chapter 104, of the Revised Statutes of the State of Missouri, 1909, entitled salaries and fees, with an emergency clause" approved March 27, 1911, found on pages 384 and 385 of Session Acts of 1911, and to repeal an act of the Forty-seventh General Assembly, entitled "An act to amend section 10722 of article 2, chapter 104 of the Revised Statutes of Missouri, 1909, as amended by the Session Acts of 1911, pages 384 and 385 in relation to salaries and fees by giving county courts of counties whose population is not less than 7,000 nor more than 100,000 except in certain counties, authority to allow additional compensation for county clerk and circuit clerk deputies or assistants, and making certain increases in the salaries of such clerks, with an emergency clause," approved March 29, 1913, found on pages 702 to 706 inclusive of Session Acts of 1913, and to repeal an act of the Forty-seventh General Assembly, entitled, "An act to amend section 10722 of article 3, of chapter 104, of the Revised Statutes of Missouri, 1909, as amended by the Session Acts of 1911, on pages 384 to 385, entitled "Salaries and fees; fees payment and disposition of county clerks," approved March 26, 1913, and found on pages 706 to 708

inclusive of Session Acts of 1913 and to amend an act of the Forty-eighth General Assembly relating to the method of paying the salaries of clerks of the circuit court, approved March 22, 1915, and found on pages 378, 379 and 380 of the Session Acts of 1915, by adding thereto one new section to be known as section 1a relating to the same subject.

This measure increases the salaries of county clerks in certain counties and allows them the sum of $10,000 for clerical hire without fixing the salary to be paid such clerks. This omission, so I have been advised by many parties who have studied the measure, makes it an unwise piece of legislation.

House bill No. 650, entitled

An act to provide for the payment of taxes protest, regulating the manner and method thereof, providing for the recovery of money so paid and repealing inconsistent acts.

This measure undertakes to provide additional remedy for protesting taxpayers. It occurs to me that taxpayers already have sufficient remedy for the correction of any unjust or unlawful assessment, or for any illegality in connection with the assessment and collection of taxes. There is a county assessor, county board of equalization and county board of appeals and lastly, at any time before a corporation or citizen pays its taxes, the statute gives the taxpayer the right to go before the county court and secure any correction in his taxes to which he is entitled. Therefore, I deem this measure unnecessary.

House bill No. 161, entitled

An act to amend section 6883, article 1, chapter 61, Revised Statutes of the State of Missouri, 1909, relating to salaries of clerks in insurance department by striking out certain words and inserting certain other words in lieu thereof.

As I have approved Senate bill No. 623, this measure is unnecessary.

Senate bill No. 65, entitled

An act to amend article 1 of chapter 19 of the Revised Statutes of Missouri of 1909, relating to the state board of

charities and corrections, by adding a new section to be known as section 1317a.

I disapprove this measure for the reason I have been advised by the secretary of the State Board of Charities and Corrections that the Board already has the authority undertaken to be conferred by this bill.

House bill No. 341, entitled

An act to repeal an act fixing the salary to be paid the judge of the probate court and his clerk, in all counties which now contain or may hereafter contain a city of 75,000 inhabitants and less than 200,000 inhabitants, prescribing a mode of collecting fees, and their payment into the county treasury, making the violation of this act a misdemeanor and prescribing punishment therefor, as contained in the Session Acts of the General Assembly of 1911 at pages 186 and 187, approved March 27, 1911.

This measure is disapproved for the reason that I do not believe the policy of remunerating officers by fees is a wise one. All officers should, so far as possible, be paid a salary and the fees collected turned into the treasury of the county or state as the case may be.

House bill No. 55, entitled

An act to amend article 7, chapter 106 of the Revised Statutes of the State of Missouri of 1909, by adding thereto three new sections to be known as sections 10920a, 10920b and 10920c.

I regret I am unable to give my approval to this bill as it contains many meritorious features. However, I think it unwise that the bill included the School for the Blind, the teachers of which are experts, having had many years' of training in instructing the blind. As to the penal institutions, I desire to quote from a letter of Miss Franklin Wilson, the efficient and successful superintendent of the Industrial Home for Girls, as follows:

"I feel that no one with an intimate knowledge of these schools will fail to recognize the fact that our teachers must be peculiarly fitted for this work, by nature as well as train-

ing. They have cottage duties with the families as well as actual school-room work; officers and teachers in one.

"It is not enough that they be able to pass a creditable examination; they must be good disciplinarians—firm but kind and sympathetic; they must teach by example as well as by precept. Many teachers who can make a splendid showing on paper are so lacking in personality, and the other qualifications so necessary in our work, that I feel that if this bill should go into effect, it would invite disaster."

House bill No. 857, entitled

An act to repeal an act entitled, "Justices of the Peace in townships containing seventy-five thousand inhabitants and not over one hundred and fifty thousand inhabitants," of the Forty-eighth General Assembly, found on pages 324, 325 of the Session Acts of 1915.

I withhold my approval of this measure for the reason that I have been advised by the Prosecuting Attorney of Buchanan County and others that the existing law giving justices of the peace in townships having 75,000 inhabitants or over, is a prudent law. Under the law the justice of the peace collects fees and turns them into the county treasury and the county pays the justices a salary, which I think is a correct policy.

House bill No. 1017, entitled

An act to amend article VI of chapter 113 of the Revised Statutes of Missouri, 1909, by adding thereto one new section to be known as section 11268a, providing that the clerk of the supreme court and the several courts of appeals, shall immediately and without charge, forward two of the three copies of each opinion required by section 11268 to be filed with him by each stenographer, to the clerk of the circuit court from which the case was appealed, and by him to be delivered to counsel for both appellant and respondent in the case in which the opinion is delivered.

I regret I am unable to give my approval to this measure as it has merit from some viewpoints. However, approval would be useless, I am sure, under the decision in State v. Distilling Company, 237 Mo. 103, which held a bill, making

precisely the same provisions, unconstitutional on the ground that it was an expenditure of public funds for private use.

Senate bill No. 398, entitled

An act to amend section 11128 of article XVI, chapter 106, Revised Statutes of Missouri of 1909, in relation to the University of the State of Missouri, and the admission of students therein, by amending section 11128 by inserting certain provisions, requirements and words therein as to accrediting certain institutions of learning and the admission of their graduates in such university, and to re-enact such section with the amendments therein incorporated.

This measure may have a degree of merit viewed from some stand-points, but is probably unconstitutional, as section 5 of article eleven of the constitution vests the government of the State University in a Board of Curators.

House bill No. 1002, entitled

An act to establish a home for blind, deaf and feeble-minded negroes of Missouri: Providing a commission to locate and purchase lands, and appropriating money therefor.

This is a meritorious measure and I regret exceedingly that the financial condition of the state is such as to preclude approval of the bill.

Respectfully,

FREDERICK D. GARDBER,

Governor.

SPECIAL MESSAGES

TO THE SENATE

JANUARY 17, 1917

From the Journal of the Senate, p. 49

CITY OF JEFFERSON, January 17, 1917.

To the Senate of the Forty-ninth General Assembly:

I have the honor to advise that I have this day, by and with the advice and consent of the Senate, appointed Hon. William R. Painter of Carrollton, Missouri, as Warden of the State Penitentiary and Prison to hold for a term of four years, commencing on the third Monday in January, 1917, and until his successor is duly appointed and qualified, vice Hon. D. C. McClung, term expired.

Please issue accordingly.

Respectfully,

FREDERICK D. GARDNER,

Governor.

TO THE SENATE

JANUARY 23, 1917

From the Journal of the Senate, p. 183

CITY OF JEFFERSON, January 23, 1917.

To the Senate of the Forty-ninth General Assembly:

In compliance with section 6746, Revised Statutes, 1909, I have the honor to transmit—through the House of Representatives—copy of the report of the Missouri State Board of Immigration.

Respectfully,

FREDERICK D. GARDNER,

Governor.

TO THE SENATE

JANUARY 23, 1917

From the Journal of the Senate, p. 183

CITY OF JEFFERSON, January 23, 1917.

To the Senate of the Forty-ninth General Assembly:

In compliance with section 8175, Revised Statutes,1909 I have the honor to herewith transmit—through the House of Representatives—a copy of the report of the Library Commission for your consideration and such action as you may deem advisable.

Respectfully,

FREDERICK D. GARDNER,

Governor.

TO THE SENATE

JANUARY 23, 1917

From the Journal of the Senate, p. 183

CITY OF JEFFERSON, January 23, 1917.

To the Senate of the Forty-ninth General Assembly:

In accordance with the provisions of the statutes, I herewith submit for your consideration, and for such action as you may deem advisable, on behalf of the Bureau of Geology and Mines, the biennial report of the State Geologist.

Respectfully,

FREDERICK D. GARDNER,

Governor.

TO THE SENATE

JANUARY 25, 1917

From the Journal of the Senate, p. 183

CITY OF JEFFERSON, January 25, 1917.

To the Senate of the Forty-ninth General Assembly:

In compliance with the provisions of section 10922, I herewith submit a copy of the annual report of the State Superintendent of Schools for the year 1915 for your consideration and such action as you may deem advisable.

Very respectfully,

FREDERICK D. GARDNER,
Governor.

TO THE SENATE

JANUARY 29, 1917

From the Journal of the Senate, p. 182

CITY OF JEFFERSON, January 29, 1917.

To the Senate of the Forty-ninth General Assembly:

I have the honor to advise that I have this day, by and with the advice and consent of the Senate, appointed the following as members of the Board of Police Commissioners of the City of St. Louis, Mo.:

Hon. Charles W. Mansur for the unexpired term ending January 1, 1921, vice Walter D. Thompson, term expired.

Hon. William A. Geraldin, for the term ending January 1, 1921, vice Henry C. Ostertag, term expired.

Hon. Philip B. Fouke, for the term ending January 1, 1918.

Respectfully,

FREDERICK D. GARDNER,
Governor.

TO THE SENATE

JANUARY 29, 1917

From the Journal of the Senate, p. 182

CITY OF JEFFERSON, January 29, 1917.

To the Senate of the Forty-ninth General Assembly:

I have the honor to advise that I have this day, by and with the advice and consent of the Senate, appointed Hon. Edward S. Lewis as Excise Commissioner of the City of St. Louis, Missouri, for a term beginning February 15, 1917, to hold at the pleasure of the Governor, vice Hon. Horace S. Rumsey, resigned.

Respectfully,

FREDERICK D. GARDNER,

Governor.

TO THE SENATE

JANUARY 29, 1917

From the Journal of the Senate, p. 182

CITY OF JEFFERSON, January 29, 1917.

To the Senate of the Forty-ninth General Assembly:

I have the honor to advise that I have this day by and with the advice and consent of the Senate, appointed the following as members of the Board of Police Commissioners of the city of St. Joseph, Missouri, to fill the vacancies occasioned by the failure of your body to confirm the appointments of Honorable James L. Davison, W. F. Davis and James E. Cox, made by the Acting Governor:

Hon. William E. Stringfellow, for the unexpired term ending April 20, 1918.

Hon. Robert E. Townsend, for the unexpired term ending April 28, 1917.

Hon. Rice McDonald, for the unexpired term ending April 28, 1917.

Respectfully,

FREDERICK D. GARDNER,

Governor.

TO THE SENATE

JANUARY 29, 1917

From the Journal of the Senate, pp. 182-183

CITY OF JEFFERSON, January 29, 1917.

To the Senate of the Forty-ninth General Assembly:

I have the honor to advise that I have this day, by and with the advice and consent of the Senate, appointed the following as members of the non-partisan Board of Election Commissioners for the city of St. Louis, Missouri, each for a term ending January 1, 1921: Xenophon P. Wilfly, Charles J. Lammert, Vincent Dempsey, Oscar E. Buder.

Each of the said persons possesses the statutory qualifications of being a legal voter of this state and of said city, and has been a resident of the state and said city for a period of five years. They are of approved integrity and capacity, and not more than two of them belong to the same political party.

I designate Hon. Xenophon P. Wilfly, a Democrat, as chairman of said board, and Hon. Oscar E. Buder, a Republican as secretary of said board.

Respectfully,

FREDERICK D. GARDNER,

Governor.

TO THE SENATE

JANUARY 29, 1917

From the Journal of the Senate, p. 183

CITY OF JEFFERSON, January 29, 1917.

To the Senate of the Forty-ninth General Assembly:

I have the honor to advise that I have this day, by and with the advice and consent of the Senate, appointed the following as members of the Board of Police Commissioners of Kansas City, Missouri, each for a term ending March 9, 1917, vice Hon. David H. Murphy and Hon. John F. Lumpkin, who failed of confirmation: Hon. John R. Ranson and Hon. John Halpin.

Each of said persons possesses the statutory qualifications of being a resident of the state and has resided in said city for a period of five years preceding his appointment.

Respectfully,

FREDERICK D. GARDNER,
Governor.

TO THE SENATE

FEBRUARY 20, 1917

From the Journal of the Senate, p. 457

CITY OF JEFFERSON, February 20, 1917.

To the Senate of the Forty-ninth General Assembly of Missouri:

I have the honor to advise that I have this day, by and with the advice and consent of the Senate, appointed Hon. David E. Blair of Joplin, Jasper county, Missouri, as a member of the Public Service Commission fo fill the vacancy on said Commission, to hold until the 15th day of April, 1921, and until his successor is duly appointed and qualified.

The said David E. Blair is and has been a resident of the State of Missouri for more than five years immediately preceding this date, is a qualified voter of this state and not less than twenty-five years of age.

Respectfully,

FREDERICK D. GARDNER,
Governor.

TO THE SENATE AND THE HOUSE OF REPRESENTATIVES

MARCH 5, 1917

From the Journal of the Senate, pp. 642-643

CITY OF JEFFERSON, March 5, 1917.

To the Senate and House of Representatives of the 49th General Assembly:

Duty compels me at this time to call your attention to a matter which is of vital importance to the future existence of the national guard of our state. Under the Federal defense act, it is imperative that we increase the numerical strength of the national guard of our state by July 1, 1917, to 6,600 men, and by a step-up process continue yearly to make a 50 per cent numerical increase therein until we obtain a maximum strength of 800 for each representative in Congress from our state, and which will finally constitute the numerical strength of our national guard at 14,400.

To fail to comply with the requirements of the Federal defense act at this time, simply by operation of law, withdraws all financial support and recognition by the Federal government and leaves our state military department inoperative and void. At other less critical times of the world's history, we might permit such a condition to arise relative to the military strength of our state; but in the present impending crisis of national affairs, when the war clouds are hanging ominously dark about us, I feel that I would

be recreant to our trust as the Executive of this great state, did I not directly call to your attention the importance of preserving the full identity of our national guard.

To meet this requirement, it will be necessary to make a minimum appropriation of $265,000 for the ensuing biennial period. And I deem it superfluous to again direct your attention to the unfortunate and deplorable condition of our revenues to meet such requirements. I am, therefore, transmitting to you herewith a prepared bill which I recommend that you speedily enact into the law of our state. This bill makes a levy of 10 per cent upon the gross receipts of munitions and war supplies manufacturers in our state relative to their sales to others than our Federal and state governments. The carrying on of this particular industry is permitted by our state government, assuming no small degree of hazard to the inhabitants of various sections of our state. And for the granting of such privilege, I cannot but think that 10 per cent of the gross receipts of such sales is an equitable levy to be made against such industries. I, therefore, urge you to give this bill such preference as your rules will permit that it may become the law of our state before your final adjournment.

Permit me to take this occasion to express to you my heartfelt thanks for the earnest consideration and prompt approval you are giving to the revenue measures recommended to you by me in my inaugural message. Let me say that I have at all times maintained an abiding faith in you as true Missourians, irrespective of party affiliation, to meet the test and enact into the law of our state these great revenue-producing measures, to the end that the demand of the people of our state that we rehabilitate the present financial condition thereof may be fully met.

Respectfully submitted,

FREDERICK D. GARDNER,

Governor.

TO THE SENATE

MARCH 6, 1917

From the Journal of the Senate, p. 686

To the Senate:

I have the honor to respond to your resolution of even date asking for an estimate of the revenue accruing to the state during the coming biennial period from proposed new revenue laws now before your honorable body. I have also taken the liberty of making a general recapitulation of the estimated receipts and estimated requirements for the same period.

RECEIPTS

	Biennial, 1917-18.
Present revenue laws	$11,100,000.00
Estimated increase by growth of state and tax commission	300,000.00
Secured debt tax	150,000.00
Mortgage recording tax	300,000.00
Inheritance tax	1,500,000.00
Corporation franchise tax	1,000,000.00
Saloon licenses	500,000.00
Whiskey license	200,000.00
Soft drinks	300,000.00
Income tax	400,000.00
	$15,750,000.00
One-third public schools	5,250,000.00
Net available for general expenses	$10,500,000.00

General estimate made by house appropriations committee for biennial period:

Deficiency	$2,200,000.00
Educational institutions, university, normal schools, etc	2,500,000.00
Eleemosynary institutions	1,645,000.00
Assessment and collection of revenue	500,000.00
Civil officers	1,275,000.00
General Assembly	280,000.00
General contingency bill	3,000,000.00
Penitentiary	750,000.00
	$12,150,000.00
	10,500,000.00
	$1,650,000.00

From these figures it will be noticed that if each and every one of the revenue bills recommended by me are passed and added to the present revenue, and if the appropriations are made covering the deficiency and also the estimated requirements by the House Appropriations Committee, that we will still be short $1,650,000. It is, therefore, necessary in order that the receipts and expenditures may be even, that the estimate prepared by the House committee be reduced by $1,650,000. I have had several conferences with the members of the committee and have said to them that in my opinion the two must be made to harmonize.

If I can be of any further service to you in furnishing information I shall be only too glad to avail myself of the opportunity at any time.

Respectfully submitted,

FREDERICK D. GARDNER,

Governor.

TO THE SENATE

MARCH 9, 1917

From the Journal of the Senate, p. 778

CITY OF JEFFERSON, March 9, 1917.

To the Senate of the Forty-ninth General Assembly:

I have the honor to advise that I have this day, by and with the advice and consent of the Senate, appointed the following as members of the Board of Police Commissioners of Kansas City, Missouri, each for a term ending March 9, 1920:

Hon. John R. Ranson, vice himself, term expired.

Hon. John Halpin, vice himself, term expired.

Each of said persons possesses the statutory qualifications of being a resident of the state, and has resided in said city for a period of five years preceding his appointment.

Respectfully,

FREDERICK D. GARDNER,

Governor.

TO THE SENATE

MARCH 13, 1917

From the Journal of the Senate, p. 884

CITY OF JEFFERSON, March 13, 1917.

To the Senate of the Forty-ninth General Assembly:

I have the honor to advise that in compliance with committee substitute for House bill No. 5, passed and and approved on the 13th day of March, 1917, with an emergency clause, I have this day, by and with the advice and consent of the Senate, appointed the following as members of the State Highway Board:

George E. McIninch of St. Joseph, for a term of two years ending March 13, 1919.

A. Campbell McKibbin of Clayton, Mo., for a term of four years ending March 31, 1921.

Cyrus O. Raine, of Canton, Mo., for a term of two years ending March 13, 1919.

Edward L. Sanford of Springfield, Mo., for a term of four years ending March 13, 1921.

The persons so appointed reside in different sections of the state; two of them are members of the Republican party and two of them are members of the Democratic party, the two political parties casting the highest number of votes for President at the last preceding presidential election in this state. One member of each of said political parties being appointed for a term of two years, and one from each of said political parties for a term of four years.

Respectfully,

FREDERICK D. GARDNER,

Governor.

TO THE SENATE

MARCH 17, 1917

From the Journal of the Senate, p. 1089

CITY OF JEFFERSON, March 17, 1917.

To the Senate of the Forty-ninth General Assembly:

As section 7784, Revised Statutes of Missouri, 1909, provides that I shall transmit to the General Assembly a copy of the report of the Commissioner of the Bureau of Labor Statistics, I herewith submit same to you, through the House, for your consideration, and such action as you may deem advisable.

Very respectfully,

FREDERICK D. GARDNER,

Governor.

TO THE SENATE

MARCH 17, 1917

From the Journal of the Senate, p. 1089

CITY OF JEFFERSON, March 17, 1917.

To the Senate of the Forty-ninth General Assembly:

I have the honor to advise that I have this day, by and with the advice and consent of the Senate, appointed the following as members of the board of trustees of the Federal Soldiers' Home at St. James, Missouri, each for a term of four years, ending February 1, 1921:

M. L. Copeland, Ellington, Mo., vice J. R. Ferguson, term expired.

John T. Williams, Sullivan, Mo., vice R. C. Carpenter, deceased, term expired.

Respectfully,

FREDERICK D. GARDNER,

Governor.

TO THE SENATE

MARCH 17, 1917

From the Journal of the Senate, p. 1158

CITY OF JEFFERSON, March 17, 1917.

To the Senate of the 49th General Assembly:

I have the honor to advise that I have this day, by and with the advice and consent of the Senate, appointed the following as members of the Board of Regents of the Second Normal School district, Warrensburg, Missouri, each for a term of six years ending on the 1st day of January, 1923:

Nick M. Bradley of Warrensburg, Missouri, vice himself, term expired.

Dr. E. F. Yancey of Sedalia, Missouri, vice G. M. Foster, term expired.

Respectfully submitted,

FREDERICK D. GARDNER,

Governor.

TO THE SENATE

MARCH 19, 1917

From the Journal of the Senate, p. 1181

EXECUTIVE OFFICE, JEFFERSON CITY, MO., March 19, 1917.

To the Senate, 49th General Assembly of Missouri:

I acknowledge receipt of the deputation from your honorable body advising me that you are now ready to reach a final completion of your labors. The only additional message I wish to have them convey to you is one expressing to your honorable body my heartfelt thanks for the valuable support you have given me as the Executive of our State during this memorable session of the General Assembly.

I will not attempt to review the great work of the 49th General Assembly in this brief message; but suffice it to say that when the smoke of battle has cleared away, and the calcium light of public opinion has been focused upon your work, that the accomplished results of the 49th General Assembly in behalf of our State, and the devotion to patriotic duty on the part of the membership thereof, will stand forth pre-eminently as the greatest in our history.

We must now proceed to carry into effect these great reforms, to the end that our fiscal affairs may be placed upon a sound basis and that Missouri may take her allotted place in the universal march of progress.

I now extend to you my best wishes that in returning to your homes that you may continue to enjoy the blessings

of health, prosperity and the commendation of your community.

Respectfully,
FREDERICK D. GARDNER,
Governor.

TO THE SECRETARY OF STATE

APRIL 17, 1917

From the Journal of the House of Representatives, p. 1523

CITY OF JEFFERSON, April 17, 1917.

To the Secretary of State:

Sir—I have the honor to herewith transmit, with my approval, the following bill:

House bill No. 144, entitled

An act repealing section 8585 of article 2, chapter 84 of the Revised Statutes of Missouri for the year 1909, relating to cities of the first class, and enacting a new section in lieu thereof relating to the same subject.

The executive has been asked to veto this bill because of the fact that it would permit bankers located in Buchanan county outside of the city of St. Joseph to bid on the city funds. The total capital and surplus of all such banks is only $165,000.00. Therefore, the amount of the deposits which they could utilize would be so small that I can not see that this should be considered a sufficient reason for vetoing the bill. The bill gives broad powers to the comptroller and common council of St. Joseph and, no doubt, such authority will be used so as to deal justice to all parties concerned. I have, therefore, concluded to approve the bill.

Respectfully submitted,
FREDERICK D. GARDNER,
Governor.

TO THE HOUSE OF REPRESENTATIVES

JANUARY 13, 1919

From the Journal of the House of Representatives, pp. 22-23

JANUARY 13, 1919.

To the House of Representatives of the Fiftieth General Assembly:

I am in receipt of a communication from Hon. Robert Lansing, Secretary of State, transmitting a certified copy of a resolution adopted by the National Congress submitting to the legislatures of the several States an amendment to the Constitution of the United States prohibiting the manufacture, sale and transportation of intoxicating liquors within, the importation thereof into, or the exportation thereof from the United States and all territory subject to the jurisdiction thereof, for beverage purposes.

I have the honor to herewith present the same to you for your consideration.

Respectfully,

FREDERICK D. GARDNER,

Governor.

United States of America,
Department of State.

To all to whom these presents shall come, greeting:

I certify that the copy hereto attached is a true copy of a resolution of Congress, entitled "Joint Resolution Proposing an Amendment to the Constitution of the United States," the original of which is on file at this department.

In testimony whereof, I, Robert Lansing, Secretary of State, have hereunto caused the seal of the Department of State to be affixed and my name subscribed by the Chief Clerk of the said department, at the City of Washington, this twenty-eighth day of December, 1917.

Sixty-fifth Congress of the United States of America, at the second session, begun and held at the City of Washington on Monday, the third day of December, one thousand nine hundred and seventeen.

JOINT RESOLUTION

Proposing an Amendment to the Constitution of the United States:

Resolved, By the Senate and House of Representatives of the United States of America in Congress assembled (two-thirds of each House concurring therein), That the following amendment to the Constitution be and hereby is proposed to the States, to become valid as a part of the Constitution when ratified by the legislatures of the several States, as provided by the Constitution.

ARTICLE I.

Section I. After one year from the ratification of the article, the manufacture, sale or transportation of intoxicating liquors within, the importation thereof into, or the exportation thereof from the United States and all territory subject to the jurisdiction thereof, for beverage purposes, is hereby prohibited.

Section II. The Congress and the several States shall have concurrent power to enforce this article by appropriate legislation.

Section III. This article shall be inoperative unless it shall have been ratified as an amendment to the Constitution by the legislatures of the several States, as provided in the Constitution, within seven years from the date of the submission hereof to the States by the Congress.

CHAMP CLARK,
Speaker of the House of Representatives,
THOMAS R. MARSHALL,
Vice-President of the United States and President of the Senate.

I certify that this joint resolution originated in the Senate.

JAMES M. BAKER,
Secretary.

TO THE SENATE

JANUARY 16, 1919

From the Journal of the Senate, p. 90

CITY OF JEFFERSON, January 16, 1919.

To the Senate of the Fiftieth General Assembly:

I have the honor to herewith transmit the following appointment to office made in the vacation of the General Assembly, subject to the approval of the Senate:

April 2, 1917, Charles F. Enright, St. Joseph, Missouri, as Bank Commissioner for a term ending February 1, 1921, vice John T. Mitchell, term expired.

Respectfully,
FREDERICK D. GARDNER,
Governor.

TO THE SENATE

JANUARY 16, 1919

From the Journal of the Senate, p. 90

CITY OF JEFFERSON, January 16, 1919.

To the Senate of the Fiftieth General Assembly:

I have the honor to herewith transmit the following appointment to office made in the vacation of the General Assembly, subject to the approval of the Senate:

November 29, 1918, S. S. Pingree, St. Louis, Missouri, as a member of the State Highway Board, for a term ending March 13, 1921, vice A. Campbell McKibbin, resigned.

Respectfully,

FREDERICK D. GARDNER,

Governor.

TO THE SENATE

JANUARY 16, 1919

From the Journal of the Senate, pp. 90-91

CITY OF JEFFERSON, January 16, 1919.

To the Senate of the Fiftieth General Assembly:

I have the honor to herewith transmit the following appointments to office made in the vacation of the General Assembly, subject to the approval of the Senate:

March 30, 1917, J. M. Wood, Shelbina, Missouri, as a member of the Board of Regents, First District Normal School, for a term ending February 1, 1923, vice himself, term expired.

March 30, 1917, C. W. Green, Brookfield, Missouri, as a member of the Board of Regents of the First District Normal School for a term ending February 1, 1923, vice himself, term expired.

January 30, 1918, F. O. Denny, Lowry City, Missouri, as a member of the Board of Regents of Second District Normal School for a term ending January 1, 1921, vice W. F. Quigley, deceased.

April 17, 1917, Clarence L. Grant, Jackson, Missouri, as a member of the Board of Regents of the Third District Normal School for a term ending February 1, 1923, vice Edward A. Rozier, term expired.

April 17, 1917, J. R. Wright, Doniphan, Missouri, as a member of the Board of Regents of the Third District Normal School for a term ending February 1, 1923, vice Charles D. Matthews, term expired.

April 23, 1917, W. N. Evans, West Plains, Missouri, as a member of the Board of Regents of the Fourth District Normal School for a term ending February 1, 1923, vice H. C. Jarvis, term expired.

April 23, 1917, James F. Rhodes, Eldorado Springs, Missouri, as a member of the Board of Regents of the Fourth District Normal School for a term ending February 1, 1923, vice Paul S. Griffiths, deceased.

March 30, 1917, W. A. Blagg, Maryville, Missouri, as a member of the Board of Regents of the Fifth District Normal School for a term ending February 1, 1923, vice himself, term expired.

March 30, 1917, Charles L. Mosely, Stanberry, Missouri, as a member of the Board of Regents of the Fifth District Normal School for a term ending February 1, 1923, vice himself, term expired.

January 4, 1919, H. J. Blanton, Paris, Missouri, as a member of the Board of Curators of the State University, for a term ending January 1, 1925, vice A. D. Nortoni, term expired.

January 4, 1919, Dr. S. L. Baysinger, Rolla, Missouri, as a member of the Board of Curators of the State University for a term ending January 1, 1925, vice himself, term expired.

January 4, 1919, James E. Goodrich, Kansas City, Missouri, as a member of the Board of Curators of the State University for a term ending January 1, 1925, vice Sam Sparrow, term expired.

March 30, 1917, C. B. Rollins, Columbia, Missouri, as a member of the Board of Curators of the State University for a term ending January 1, 1923, vice himself, term expired.

March 30, 1917, Milton Tootle, St. Joseph, Missouri, as a member of the Board of Curators of the State University for a term ending January 1, 1923, vice G. L. Zwick, term expired.

May 2, 1917, Frederick C. Sasse, Brunswick, Missouri, as a member of the Board of Regents of Lincoln Institute

for a term ending January 1, 1923, vice C. C. Butler, term expired.

January 30, 1918, Clarence A. Phillips, Warrensburg, Missouri, as a member of the Board of Regents of Lincoln Institute for a term ending January 1, 1923, vice J. L. Hammett, resigned.

Respectfully,
FREDERICK D. GARDNER,
Governor.

TO THE SENATE

JANUARY 16, 1919

From the Journal of the Senate, p. 91

CITY OF JEFFERSON, January 16, 1919.

To the Senate of the Fiftieth General Assembly:

I have the honor to herewith transmit the following appointments to office made in the vacation of the General Assembly, subject to the approval of the Senate:

June 18, 1917, William R. Painter, Carrollton, Missouri, as a member of the State Prison Board, for a term ending May 18, 1923.

June 18, 1917, Henry Andrae, Jefferson City, Missouri, as a member of the State Prison Board, for a term ending May 18, 1921.

June 18, 1917, J. Kelly Pool, Centralia, Missouri, as a member of the State Prison Board, for a term ending May 18, 1919.

Respectfully,
FREDERICK D. GARDNER,
Governor.

TO THE SENATE

JANUARY 16, 1919

From the Journal of the Senate, pp. 91-92

CITY OF JEFFERSON, January 16, 1919.

To the Senate of the Fiftieth General Assembly:

I have the honor to herewith transmit the following appointments to office made in vacation of the General Assembly, subject to the approval of the Senate:

March 30, 1917, John E. Mooney, St. Louis county, Missouri, as a member of the Board of Excise Commissioners of St. Louis county, to hold during the pleasure of the Governor, vice Clarence L. Shotwell, term expired.

March 30, 1917, Mark S. Dodd, Ferguson, Missouri, as a member of the Board of Excise Commissioners for St. Louis county, to hold during the pleasure of the Governor, vice R. B. Denny, term expired.

February 12, 1918, Philip B. Fouke, St. Louis, Missouri, as a member of the Board of Police Commissioners for the city of St. Louis for a term ending January 1, 1922, vice himself, term expired.

February 12, 1918, Thos. J. Sheahan, St. Louis, Missouri, as a member of the Board of Police Commissioners for the city of St. Louis for a term ending January 1, 1922, vice John L. Sheehan, term expired.

May 3, 1918, Glendy B. Arnold, St. Louis, Missouri, as a member of the Board of Election Commissioners for the city of St. Louis for a term ending January 15, 1921, vice X. P. Wilfley, resigned.

August 11, 1917, John E. Wilson, Kansas City, Missouri, as a member of the Board of Election Commissioners for the city of Kansas City for a term ending September 4, 1920, vice Rush C. Lake, term expired.

August 11, 1917, R. Emmet O'Malley, Kansas City, Missouri, as a member of the Board of Election Commis-

sioners for the city of Kansas City for a term ending September 4, 1920, vice John P. Mullane, term expired.

August 11, 1917, Louis Oppenstein, Kansas City, Missouri, as a member of the Board of Election Commissioners for the city of Kansas City, for a term ending September 4, 1920, vice B. W. Welch, term expired.

March 1, 1918, Henry H. Crittenden, Kansas City, Missouri, as a member of the Board of Election Commissioners for the city of Kansas City, for a term ending September 4, 1920, vice James Cowgill, resigned.

January 31, 1918, R. W. McCurdy, Independence; Clinton A. Winfrey, Buckner; Henry W. Rummel, Independence; James F. Shepherd, Lonejack, Missouri; as members of the Board of Election Commissioners for Jackson county, each for a term ending January 15, 1922.

May 10, 1917, Robert N. Townsend, St. Joseph, Missouri, and Rice McDonald, St. Joseph, Missouri, as members of the Board of Police Commissioners for the city of St. Joseph, each for a term ending April 28, 1920.

April 26, 1918, W. E. Stringfellow, St. Joseph, Missouri, as a member of the Board of Police Commissioners for the city of St. Joseph, for a term ending April 28, 1921, vice himself, term expired.

Respectfully,

FREDERICK D. GARDNER,

Governor.

TO THE SENATE

JANUARY 16, 1919

From the Journal of the Senate, pp. 92-94

CITY OF JEFFERSON, January 16, 1919.

To the Senate of the Fiftieth General Assembly:

I have the honor to herewith transmit the following appointments to office made in the vacation of the General Assembly, subject to the approval of the Senate:

March 30, 1917, Geo. T. Lee, Van Buren, Missouri, as a member of the Board of Managers of the Missouri School for the Blind for a term ending February 1, 1921, vice himself, term expired.

March 30, 1917, Collins Thompson, St. Louis, Missouri, as a member of the Board of Managers of the Missouri School for the Blind for a term ending February 1, 1921, vice himself, term expired.

April 28, 1917, Dr. Joseph W. Charles, St. Louis, Missouri, as a member of the Board of Managers of the Missouri School for the Blind for a term ending February 1, 1919, vice himself, term expired.

May 22, 1917, Mark C. Hawkins, Monroe City, Missouri, as a member of the Board of Managers of the Missouri School for the Deaf for a term ending February 1, 1921, vice himself, term expired.

May 22, 1917, John T. Mitchell, Columbia, Missouri, as a member of the Board of Managers of the Missouri School for the Deaf for a term ending February 1, 1921, vice D. A. Sharp, term expired.

June 9, 1917, James Leavell, Fulton, Missouri, as a member of the Board of Managers of the Missouri School for the Deaf for a term ending February 1, 1919, vice Dr. R. N. Crews, resigned.

December 7, 1918, Harry C. Turner, Montgomery City, Missouri, as a member of the Board of Managers for the Missouri School for the Deaf for a term ending February 1, 1921, vice John W. Matson, resigned.

May 17, 1917, W. R. Taylor, Fulton, Missouri, as a member of the Board of Managers of State Hospital No. 1 for a term ending February 1, 1921, vice himself, term expired.

May 17, 1917, R. S. Walton, Armstrong, Missouri, as a member of the Board of Managers of State Hospital No. 1 for a term ending February 1, 1921, vice R. R. Sanderson, term expired.

July 17, 1917, G. M. Foster, Warrensburg, Missouri, as a member of the Board of Managers of State Hospital

No. 1 for a term ending February 1, 1921, vice A. W. Nelson, resigned.

March 30, 1917, James H. Hull, Platte City, Missouri, as a member of the Board of Managers of State Hospital No. 2 for a term ending February 1, 1921, vice Nicholas Huffaker, term expired.

March 30, 1917, J. L. George, Kansas City, Missouri, as a member of the Board of Managers of State Hospital No. 2 for a term ending February 1, 1921, vice Allen Thompson, term expired.

February 1, 1918, Arthur Nelson, Bunceton, Missouri, as a member of the Board of Managers of State Hospital No. 2, for a term ending February 1, 1919, vice L. J. Eastin, removed.

July 8, 1918, Edward Kelso, Grant City, Missouri, as a member of the Board of Managers of State Hospital No. 2 for a term ending February 1, 1921, vice Roy Fitzsimmons, removed.

July 10, 1918, G. D. Berry, St. Joseph, Missouri, as a member of the Board of Managers of State Hospital No. 2 for a term ending February 1, 1919, vice David T. Maddux, removed.

March 30, 1917, Arthur N. Lindsey, Clinton, Missouri, as a member of the Board of Managers of State Hospital No. 3 for a term ending February 1, 1921, vice himself, term expired.

March 30, 1917, J. P. Swaim, Mountain View, Missouri, as a member of the Board of Managers of State Hospital No. 3 for a term ending February 1, 1921, vice Wm. L. Hiett, term expired.

May 14, 1917, Samuel J. McMinn, Marble Hill, Missouri, as a member of the Board of Managers of State Hospital No. 4 for a term ending April 28, 1921, vice himself, term expired.

May 14, 1917, J. H. Buford, Ellington, Missouri, as a member of the Board of Managers of State Hospital No. 4 for a term ending April 28, 1921, vice T. F. Frazier, term expired.

May 14, 1917, P. A. Benham, Bonne Terre, Missouri, as a member of the Board of Managers of State Hospital No. 4 for a term ending April 28, 1921, vice Charles Pratt, term expired.

April 19, 1917, Dr. A. F. Collier, Mountain Grove, Missouri, as a member of the Board of Managers of the Missouri State Sanitorium, Mt. Vernon, for a term ending April 12, 1921, vice Dr. J. L. Eaton, term expired.

April 19, 1917, Dr. C. T. Dusenbury, Monett, Missouri, as a member of the Board of Managers of the Missouri State Sanitorium, Mt. Vernon, for a term ending April 12, 1921, vice himself, term expired.

April 19, 1917, S. H. Minor, Aurora, Missouri, as a member of the Board of Managers of the State Sanitorium, Mt. Vernon, for a term ending April 12, 1921, vice himself, term expired.

April 21, 1917, Dr. E. C. Roseberry, Springfield, Missouri, as a member of the Board of Managers of the Missouri State Sanitorium, Mt. Vernon, for a term ending April 12, 1921, vice Dr. Buford, term expired.

August 10, 1917, Mrs. W. J. Smith, Eolia, Missouri, as a member of the Board of Managers of the Colony for Feeble-minded and Epileptics for a term ending August 2, 1921, vice herself, term expired.

September 21, 1917, A. D. Gresham, Platte City, Missouri, as a member of the Board of Managers of the Colony for Feeble-minded and Epileptics for a term ending August 21, 1921, vice himself, term expired.

March 30, 1917, John A. Woods, Fayette, Missouri, as a member of the Board of Managers of the Confederate Soldiers' Home for a term ending February, 1921, vice himself, term expired.

March 30, 1917, Frank Gaiennie, St. Louis, Missouri, as a member of the Board of Managers of the Confederate Soldiers' Home for a term ending February 1, 1921, vice J. W. Halliburton, term expired.

March 30, 1917, W. C. Bronough, Kansas City Missouri, as a member of the Board of Managers of the

Confederate Soldiers' Home for a term ending February 1, 1921, vice J. D. Ingram, term expired.

March 30, 1917, Captain H. E. Warren, Richland, Missouri, as a member of the Board of Managers of the Federal Soldiers' Home for a term ending February 1, 1921, vice himself, term expired.

October 5, 1918, Claude Bass, Steelville, Missouri, as a member of the Board of Managers, Federal Soldiers' Home for a term ending February 1, 1921, vice John T. Williams, resigned.

Respectfully,
FREDERICK D. GARDNER,
Governor.

TO THE SENATE

JANUARY 23, 1919

From the Journal of the Senate, p. 94

To the Senate of the Fiftieth General Assembly:

I have the honor to herewith transmit the following appointments to office made in the vacation of the General Assembly, subject to the approval of the Senate:

May 22, 1917, Mrs Nellie G. Burger, Clark, Missouri, as a member of the State Board of Charities and Corrections, for a term ending January 1, 1923, vice Mrs. James Watson, resigned.

August 17, 1917, Wess Robertson, Gallatin, Missouri, as a member of the State Board of Charities and Corrections, for a term ending January 1, 1923, vice Rabbi Louis Bernstein, resigned.

August 13, 1918, R. A. Doyle, East Prairie, Missouri, as a member of the State Board of Pharmacy, for a term ending August 16, 1923, vice himself, term expired.

May 10, 1917, G. A. Fischer, Jefferson City, Missouri, as a member of the State Board of Pharmacy, for a term ending July 2, 1920, vice W. C. Bender, term expired.

October 31, 1917, H. C. Tindall, Excelsior Springs, Missouri, as a member of the State Board of Pharmacy, for a term ending August 16, 1922, vice E. C. Cox, term expired.

January 4, 1919, Dr. W. J. Ferguson, Sedalia, Missouri, member of the State Board of Health, for a term ending April 18, 1921, vice Dr. McAlester, resigned.

July 11, 1918, Dr. T. H. Wilcoxen, Bowling Green, Missouri, as a member of the State Board of Health, for a term ending April 18, 1922, vice himself, term expired.

July 11, 1918, Dr. T. A. Son, Bonne Terre, Missouri, as a member of the State Board of Health, for a term ending July 1, 1922, vice himself, term expired.

July 11, 1917, Dr. W. A. Clark, Jefferson City, Missouri, as a member of the State Board of Health, for a term ending April 18, 1921, vice Dr. F. H. Matthews, term expired.

July 11, 1917, Dr. T. M. Cotton, Van Buren, Missouri, as a member of the State Board of Health, for a term ending April 28, 1921, vice Dr. Cuppaidge, term expired.

July 11, 1918, Dr. Emmett P. North, St. Louis, Missouri, as a member of the State Board of Health for a term ending July 1, 1922, vice Dr. Marc Ray Hughes, resigned.

May 2, 1917, Dr. Geo. H. Jones, Kansas City, Missouri, as a member of the State Board of Health for a term ending April 18, 1921, vice Dr. J. A. B. Adcock, term expired.

April 16, 1917, Dr. E. L. Barnhouse, Ironton, Missouri, as State Food and Drug Commissioner for a term ending February 1, 1921, vice F. H. Fricke, term expired.

Respectfully,

FREDERICK D. GARDNER,

Governor.

TO THE SENATE

JANUARY 23, 1919

From the Journal of the Senate, pp. 94-95

CITY OF JEFFERSON, January 23, 1919.

To the Senate of the Fiftieth General Assembly:

I have the honor to herewith transmit the following appointments to office made in the vacation of the General Assembly, subject to the approval of the Senate:

June 14, 1918, Mrs. M. G. Gordon, Jefferson City, Missouri, as supervisor of Building and Loan Associations for a term ending March 24, 1919, vice M. G. Gordon, resigned.

June 8, 1917, Cornelius Roach, Carthage, Missouri, as a member of the State Tax Commission for a term ending May 18, 1923.

June 8, 1917, James H. Galeener, Sikeston, Missouri, as a member of the State Tax Commission for a term ending May 18, 1921.

June 18, 1917, James Y. Player, St. Louis, Missouri, as a member of the State Tax Commission for a term ending May 18, 1919.

April 16, 1917, Noah W. Simpson, LaBelle, Missouri, as a member of the Public Service Commission for a term ending April 15, 1923, vice Judge John Kennish, term expired.

April 16, 1917, Edward Flad, St. Louis, Missouri, as a member of the Public Service Commission for a term ending April 15, 1923, vice Dr. H. B. Shaw, term expired.

April 14, 1917, J. H. Dickbrader, Washington, Missouri, as Inspector of Hotels for a term ending April 14, 1921, vice Joseph Dillard, term expired.

August 10, 1917, Omer D. Gray, Sturgeon, Missouri, as State Inspector of Oils, for a term ending August 16, 1921, vice Hattie B. Knott, term expired.

Respectfully,

FREDERICK D. GARDNER,
Governor.

TO THE SENATE

JANUARY 23, 1919

From the Journal of the Senate, p. 95

CITY OF JEFFERSON, January 23, 1919.

To the Senate of the Fiftieth General Assembly:

I have the honor to herewith transmit the following appointments to office, made in the vacation of the General Assembly, subject to the approval of the Senate:

May 1, 1917, Elias S. Gatch, Clark Craycroft, Philip N. Moore, Edward M. Shepard, as members of the Bureau of Geology and Mines, for a term ending May 22, 1912, each vice himself, term expired.

Respectfully,

FREDERICK D. GARDNER,

Governor.

TO THE SENATE

JANUARY 23, 1919

From the Journal of the Senate, p. 95

January 23, 1919.

To the Senate of the Fiftieth General Assembly:

I have the honor to herewith transmit the following appointments to office, made in the vacation of the General Assembly, subject to the approval of the Senate:

April 27, 1918, A. L. Harty, Bloomfield, Missouri, as Superintendent of Insurance for a term ending July 1, 1921, vice Walter K. Chorn, resigned.

Respectfully,

FREDERICK D. GARDNER,

Governor.

TO THE SENATE

JANUARY 24, 1919

From the Journal of the Senate, pp. 121-122

CITY OF JEFFERSON, January 24, 1919.

To the Senate of the Fiftieth General Assembly:

I have the honor to advise that I have this day, by and with the advice and consent of the Senate, appointed the following:

Hon. Benjamin Franklin, Macon, Missouri, as a member of the Board of Regents of the First District Normal School, Kirksville, for a term of six years ending January 1, 1925, vice himself, term expired.

Hon. Drake Watson, New London, Missouri, as a member of the Board of Regents of the First District Normal School, Kirksville, for a term of six years ending January 1, 1925, vice Hon. J. O. Allison, term expired.

Hon. C. A. Keith, Lexington, Missouri, as a member of the Board of Regents of the Second District Normal School, Warrensburg, for a term of six years ending January 1, 1925, vice himself, term expired.

Dr. J. T. Hull, Butler, Missouri, as a member of the Board of Regents of the Second District Normal School, Warrensburg, for a term of six years ending January 1, 1925, vice Hon. W. L. P. Burney, term expired.

Hon. Louis Houck, Cape Girardeau, Missouri, as a member of the Board of Regents of the Third District Normal School, Cape Girardeau, for a term of six years ending January 1, 1925, vice himself, term expired.

Dr. T. C. Allen, Bernie, Missouri, as a member of the Board of Regents of the Third District Normal School, Cape Girardeau, for a term of six years ending January 1, 1925, vice Hon. F. M. Norman, term expired.

Hon. W. S. Candler, Mountain Grove, Missouri, as a member of the Board of Regents of the Fourth District

Normal School, Springfield, for a term of six years ending January 1, 1925, vice himself, term expired.

Hon. Samuel E. Trimble, Springfield, Missouri, as a member of the Board of Regents of the Fourth District Normal School, Springfield, for a term of six years ending January 1, 1925, vice Hon. J. J. Schneider, term expired.

Hon. Leo M. Phipps, Grant City, Missouri, as a member of the Board of Regents of the Fifth District Normal School, Maryville, for a term of six years ending January 1, 1925, vice himself, term expired.

Hon. True D. Parr, Hamilton, Missouri, as a member of the Board of Regents of the Fifth District Normal School, Maryville, for a term of sixty [*sic.*] years ending January 1, 1925, vice himself, term expired.

Hon. E. M. Zevely, Linn, Missouri, as a member of the Board of Regents of Lincoln Institute, Jefferson City, for a term of six years ending January 1, 1925, vice Hon. J. E. Maughs, Fulton, Mo., term expired.

Hon. Samuel Daniels, Versailles, Missouri, as a member of the Board of Regents of Lincoln Institute, Jefferson City, for a term of six years ending January 1, 1925, vice Hon. F. Guy Chinn, Jefferson City, Missouri, term expired.

Respectfully,

FREDERICK D. GARDNER,

Governor.

TO THE SENATE

JANUARY 25, 1919

From the Journal of the Senate, p. 121

CITY OF JEFFERSON, January 25, 1919.

To the Senate of the Fiftieth General Assembly:

I have the honor to advise that I have this day, by and with the advice and consent of the Senate, appointed Hon. M. T. Davis of Aurora, Missouri, as a member of the Board of Managers of State Hospital No. 3, Nevada, for the

unexpired term ending February 1, 1921, vice Hon. W. M. Bowker, resigned.

Respectfully,
FREDERICK D. GARDNER,
Governor.

TO THE SENATE

JANUARY 25, 1919

From the Journal of the Senate, p. 121

CITY OF JEFFERSON, January 25, 1919.

To the Senate of the Fiftieth General Assembly:

I have the honor to advise that I have this day, by and with the advice and consent of the Senate, appointed Hon. B. H. McDonald of Mt. Vernon as a member of the Board of Managers of the Missouri State Sanitorium, Mt. Vernon, for the unexpired term ending May 5, 1921, vice Hon. Loren E. Seneker, resigned.

Respectfully,
FREDERICK D. GARDNER,
Governor.

TO THE SENATE

JANUARY 29, 1919

From the Journal of the Senate, p. 149

January 29, 1919.

To the Senate of the Fiftieth General Assembly:

I have the honor to herewith transmit, through the House of Representatives, for your consideration, the biennial report of the State Prison Board.

Respectfully,
FREDERICK D. GARDNER,
Governor.

TO THE SENATE

JANUARY 29, 1919

From the Journal of the Senate, pp. 204-205

CITY OF JEFFERSON, January 29, 1919.

To the Senate of the Fiftieth General Assembly:

I have the honor to advise that I have this day, by and with the advice and consent of the Senate, made the following appointments:

Hon. R. M. White, Mexico, Missouri, as a member of the Board of Managers of State Hospital No. 1, Fulton, for a term of four years ending February 1, 1923, vice himself, term expired.

Hon. J. B. Hereford of Odessa, Missouri, as a member of the Board of Managers of State Hospital No. 1, Fulton, for a term of four years ending February 1, 1923, vice himself, term expired.

Dr. Arthur Nelson of Bunceton, Missouri, as a member of the Board of Managers of State Hospital No. 2, St. Joseph, for a term of four years ending February 1, 1923, vice himself, term expired.

Hon. G. D. Berry of St. Joseph, Missouri, as a member of the Board of Managers of State Hospital No. 2, St. Joseph, for a term of four years ending February 1, 1923, vice himself, term expired.

Hon. F. M. McDavid, Springfield, Missouri, as a member of the Board of Managers of State Hospital No. 3, Nevada, for a term of four years ending February 1, 1923, vice himself, term expired.

Dr. J. M. Yater, Nevada, Missouri, as a member of the Board of Managers of State Hospital No. 3, Nevada, for a term of four years ending February 1, 1923, vice F. M. Russell, term expired.

Hon. Henry C. Bell, Potosi, Missouri, as a member of the Board of Managers of State Hospital No. 4, Farmington,

for a term of four years ending February 1, 1923, vice Hon. N. C. Chasteen, term expired.

Hon. R. B. Anderson, St. Louis, Missouri, as a member of the Board of Managers of State Hospital No. 4, Farmington, for a term of four years ending February 1, 1923, vice himself, term expired.

Hon. James A. Leavell, Fulton, Missouri, as a member of the Board of Managers of the State School for the Deaf, Fulton, for a term of four years ending February 1, 1923, vice himself, term expired.

Hon. DeWitt Masters, Perry, Missouri, as a member of the Board of Managers of the State School for the Deaf, Fulton, for a term of four years ending February 1, 1923, vice himself, term expired.

Hon. Martin J. Collins, St. Louis, Missouri, as a member of the Board of Managers of the Missouri School for the Blind, St. Louis, for a term of four years ending February 1, 1923, vice himself, term expired.

Dr. Joseph W. Charles, St. Louis, Missouri, as a member of the Board of Managers of the Missouri School for the Blind, St. Louis, for a term of four years ending February 1, 1923, vice himself, term expired.

Hon. B. F. Murdock, Platte City, Missouri, as a member of the Board of Managers of the Confederate Soldiers' Home, Higginsville, for a term of four years ending February 1, 1923, vice himself, term expired.

Hon. Geo. W. Langford, Marshall, Missouri, as a member of the Board of Managers of the Confederate Soldiers' Home, Higginsville, for a term of four years ending February 1, 1923, vice Hon. J. William Towson, term expired.

Respectfully,

FREDERICK D. GARDNER,
Governor.

*

TO THE SENATE

FEBRUARY 7, 1919

From the Journal of the Senate, p. 232

CITY OF JEFFERSON, February 7, 1919.

To the Senate of the Fiftieth General Assembly:

I have the honor to transmit herewith for your consideration the biennial report of the Board of Managers of the State Bureau of Geology and Mines.

FREDERICK D. GARDNER,
Governor.

TO THE SENATE

FEBRUARY 15, 1919

From the Journal of the Senate, p. 339

February 15, 1919.

To the Senate of the Fiftieth General Assembly:

I have the honor to advise that I have, by and with the advice and consent of the Senate, appointed Hon. Lee Dunlap of Kansas City as State Factory Inspector for the unexpired term ending May 19, 1921, vice Hon. A. Sidney Johnston, resigned.

Respectfully,
FREDERICK D. GARDNER,
Governor.

TO THE SENATE

FEBRUARY 19, 1919

From the Journal of the Senate, p. 297

CITY OF JEFFERSON, February 19, 1919.

To the Senate of the Fiftieth General Assembly:

I have the honor to herewith transmit for your consideration, through the House of Representatives, the following reports and documents:

Report of the Public Service Commission.
List of pardons, paroles and commutations.
Report of State Board of Accountancy.
Report of the State Highway Board.
Report of State Food and Drug Commissioner.
Report of State Fish Commission.
Report of the Oil Inspection Department.
Report of the Board of Examination and Registration of Nurses.
Report of the Negro Educational and Industrial Commission.
Report of the State Labor Commissioner.
Report of the State Board of Dental Examiners.
Report of the State Board of Health.

Respectfully,

FREDERICK D. GARDNER,
Governor.

TO THE SENATE

FEBRUARY 26, 1919

From the Journal of the Senate, p. 455

February 26, 1919.

To the Senate of the Fiftieth General Assembly:

I have the honor to advise that I have this day, by and with the advice and consent of the Senate, appointed Hon. James E. Cox of St. Joseph, Missouri, as a member of the Board of Police Commissioners of the City of St. Joseph, to fill the vacancy occasioned by the failure of your body to confirm the appointment of Hon. William E. Stringfellow.

Respectfully,

FREDERICK D. GARDNER,
Governor.

TO THE SENATE

FEBRUARY 28, 1919

From the Journal of the Senate, p. 505

February 28, 1919.

To the Senate of the Fiftieth General Assembly:

I have the honor to advise that I have, by and with advice and consent of the Senate, appointed Hon. William V. Farris of Lebanon, Missouri, as a member of the Board of Managers of the Federal Soldiers' Home at St. James, Missouri, to hold for a term ending February 1, 1923, and until his successor is duly appointed and qualified, vice himself, term expired.

Respectfully,

FREDERICK D. GARDNER,
Governor.

TO THE SENATE AND THE HOUSE OF REPRESENTATIVES

MARCH 4, 1919

From the Appendix to the Journals of the General Assembly, 1919

To the Senate and House of the Fiftieth General Assembly:

I am compelled at this time to again invite your serious consideration to the subject of revenue of our state.

From my message to your honorable body, January 10, 1919, I quote the following:

> "I estimate the revenue for 1919-20 as $18,000,000.00, from which must be deducted approximately one-third for the public schools, or $6,000,000.00. This will leave $12,000,000.00 which your honorable body may appropriate. Any amount appropriated beyond this sum I shall necessarily have to veto.
>
> "This estimate of revenue is based upon the present receipts of approximately $1,500,000.00 annually from the state liquor license. If, in your judgment, the liquor license is to be abloished, then it will necessarily be your duty to curtail your appropriations to that extent, or to provide additional revenue in lieu of the same."

Since that date national prohibition has been ratified by Missouri and a sufficient number of other states to make it a certainty. In addition to that, Congress has passed war time prohibition, effective July 1, 1919. This state will lose, therefore, from its revenue this year, because of national prohibition, one million dollars, and during 1920, one million five hundred thousand dollars, or a total of $2,500,000.00. Therefore, I deem it my duty to call your attention to this loss of revenue, and to suggest revenue measures which may in part make up this deficiency.

I recommend that you amend the state income tax law by raising the tax from one-half per cent to one per cent and reducing the exemptions to conform to the exemptions of the Federal income tax law. Namely, $2,000.00 for each married person, $200.00 for each dependent child and $1,000.00 for each unmarried person. And that you further amend the law by repealing section 32 thereof.

I also make the following recommendations: That the corporation franchise tax be so amended as to increase the rate from 75 cents to $1.00 per thousand dollars; that the tax on soft drinks be increased; that a mortgage recording tax law be enacted; that a law be enacted which will require the payment of a royalty on sand and gravel taken from state property (navigable streams); that a law be enacted which will require an inspection fee on weights and measures, slot machines and automatic sales machines.

I suggest you make investigation of the administrative features of revenue laws of other states, similar in character to those of our state with an end in view that all of our own revenue laws may be economically and efficiently administered and the state receive all moneys due thereunder.

For your convenience, I recite the following summary of my estimate of loss of revenue for 1919-20 and as well the items of new or additional revenue that may be reasonably expected from the recommendations above set forth:

Loss of revenue.	1919.	1920.
Liquor license, beer, etc.	$1,000,000.00	$1,500,000.00
Gain in revenue.	**1919.**	**1920.**
Income tax		$750,000.00
Corporation franchise tax		350,000.00
Mortgage recording tax	$100,000.00	200,000.00
Soft drink tax	75,000.00	150,000.00
Royalty on sand and gravel	25,000.00	50,000.00
Inspection fees on slot machines, etc.	25,000.00	50,000.00
	$225,000.00	$1,550,000.00
Total loss		$2,500,000.00
Total gain		1,775,000.00
Net loss		$725,000.00

From the above it will be noted that by reason of the fact that the income tax and the corporation franchise tax cannot be so amended that additional revenue therefrom would be available this year, and that if all of these proposed revenue laws were enacted this session, there would still be a loss of $725,000.00 in revenue for this biennial period because of nation-wide prohibition. Therefore, the question for the Legislature to now determine is whether or not the laws which I have suggested herein shall be placed upon the statute looks, and also by what other method they are to raise the additional $725,000.00. If any one of the proposed revenue measures fail of passage, then, of course, the net loss would be increased by that amount.

The state must be maintained upon a cash basis. Rigid economy must be practiced in every possible way. I must, therefore, urge upon your honorable body the necessity of incurring no additional expenses to the state in any direction, or for any purpose, unless at the same time you are able to

find funds with which to pay such additional obligation. The state must maintain her eleemosynary institutions, her feeble-minded colony, her home for old soldiers, her schools and her courts. It is, therefore, imperative that the Legislature find sources of revenue to replace the two and one-half million dollars of revenue which the state will lose during the years 1919-20.

I much prefer that the Legislature determine where the available revenue is to be spent, but it must be borne in mind that if the Legislature over-appropriates the revenue, the Executive will have no alternative other than to veto the sums over-appropriated.

It is also well to bear in mind that the people are heavily burdened with taxes because of the heavy demands made upon them by the Federal government incident to the war. This is a further reason why rigid economy should be exercised by the Legislature in making appropriations and in incurring new obligations to be met by the State.

The estimate of $18,000,000.00 or $12,000,000.00 net, after deducting one-third thereof for use of our public schools, is, in my opinion, only about 50 per cent of an average of what all other states of our union, comparable with Missouri, will utilize covering a like biennial period with ours, but by practicing rigid economy I think this sum will suffice to carry our state through the years 1919-20.

I am not unmindful of the fact that it is an unpleasant duty both to you and myself to be required at this particular time to provide additional revenue for our state. However, as uninviting as the task may appear to us, duty demands that the issue be fearlessly and efficiently met.

Respectfully submitted,

FREDERICK D. GARDNER,

Governor.

TO THE SENATE

MARCH 15, 1919

From the Journal of the Senate, p. 687

March 15, 1919.

To the Senate of the Fiftieth General Assembly:

I have the honor to advise that I have this day, by and with the advice and consent of the Senate, appointed the following as members of the State Highway Board:

Hon. Geo. E. McIninch of St. Joseph, Missouri, for a term of four years ending March 13, 1923, vice himself, term expired.

Hon. Cyrus O. Raine of Hayti, Missouri, for a term of four years ending March 13, 1923, vice himself, term expired.

Respectfully,

FREDERICK D. GARDNER,
Governor.

TO THE SENATE

MARCH 20, 1919

From the Journal of the Senate, p. 768

CITY OF JEFFERSON, March 20, 1919.

To the Senate of the Fiftieth General Assembly:

I have the honor to advise that I have this day, by and with the advice and consent of the Senate, appointed the following as members of the Public Service Commission, each to hold for a term of six years from the 15th day of April, 1919, and until his successor is duly appointed and qualified.

Hon. Wm. G. Busby of Carrollton, Missouri, vice himself, term expired.

Hon. E. J. Bean of DeSoto, Missouri, vice himself, term expired.

In compliance with the statute, I hereby designate Hon. Wm. G. Busby as chairman of said commission.

Respectfully,

FREDERICK D. GARDNER,

Governor.

TO THE SENATE

MARCH 20, 1919

From the Journal of the Senate, p. 768

CITY OF JEFFERSON, March 20, 1919.

To the Senate of the Fiftieth General Assembly:

I have the honor to advise that I have this day, by and with the advice and consent of the Senate, appointed Hon. John A. Lee of Keytesville, Missouri, as Supervisor of Building and Loan Associations to hold for a term of four years from March 24, 1919, and until his successor is duly appointed and qualified, vice Mrs. Morris G. Gordon, term expired.

Respectfully,

FREDERICK D. GARDNER,

Governor.

TO THE SENATE

MARCH 20, 1919

From the Journal of the Senate, pp. 768-769

CITY OF JEFFERSON, March 20, 1919.

To the Senate of the Fiftieth General Assembly:

I have the honor to advise that I have this day, by and with the advice and consent of the Senate, appointed Hon.

James T. Bradshaw of Chillicothe, Missouri, as Warehouse Commissioner, to hold for a term of four years from April 15, 1919, and until his successor is duly appointed and qualified.

Respectfully,

FREDERICK D. GARDNER,
Governor.

TO THE GENERAL ASSEMBLY

APRIL 1, 1919

From the Journal of the Senate, pp. 900-901

April 1, 1919.

To the Fiftieth General Assembly:

In my message of January 10, I stated to your honorable body that the assessment returns to the State Tax Commission for 1918 would be submitted to you when ready. I now have the honor to transmit the same for your information.

In my special message of March 4 I called attention to the fact that nation wide prohibition will cause the state to lose two million five hundred thousand dollars in revenue this biennial period. I also stated that, in my opinion, by exercising the most rigid economy it would still be necessary to find some other sources of revenue to replace this sum to the state.

I recommended for your favorable consideration the raising of approximately three-fourths of this amount by slightly increasing the income tax, the corporation franchise tax and other revenue measures intended to reach intangible property. In the event all of the revenue measures recommended meet your approval, there will still be a deficiency of one-fourth of the sum formerly received from the liquor license.

Upon the supposition that the general property tax is to remain for the present at least as a part of our general scheme of state taxation, my view is that the revenue shortage caused by prohibition should be made up by distributing

same to all classes of property, both tangible and intangible, and thus not become burdensome to any one. Therefore, I feel that under the circumstances this remaining one-fourth should be made up from the general property tax.

If a full value assessment is to be used as a basis of equalization (and I feel that it should be), then I recommend that your honorable body immediately enact statutes to throw safeguards around the taxpayer so that local levying bodies will be restricted in the amount of taxes possible for them to collect.

The state tax rate of 15 cents for general revenue purposes should be reduced to conform to the increased assessment. I suggest a reduction of the rate to 9 cents, providing your appropriations do not exceed eighteen million dollars.

I suggest that the levy for capitol bonds and interest be reduced from 2 cents to 1 cent; and the levy for school fund certificates be suspended for two years, as there is now an ample amount in this fund for that period.

Respectfully submitted,

FREDERICK D. GARDNER,

Governor.

TO THE SENATE

APRIL 5, 1919

From the Journal of the Senate, p. 1029

April 5, 1919.

To the Senate of the Fiftieth General Assembly:

I have the honor to advise that I have this day, by with the advice and consent of the Senate, appointed Mr. M. E. Benton, of Neosho, Missouri, as a member of the Board of Managers of the Confederate Soldiers' Home, for a term ending February 1, 1921, vice Mr. John A. Woods, deceased.

Respectfully,

FREDERICK D. GARDNER,

Governor.

TO THE SENATE

APRIL 17, 1919

From the Journal of the Senate, pp. 1283-1285

To the Senate of the Fiftieth General Assembly:

I have the honor to herewith transmit, with my approval endorsed thereon, committee substitute for Senate bills numbered 532, 533, 534, 535, 536, 537, 538, 539, 540, 541 542, 543 and 544, entitled "An act to amend section 2, and to repeal sections 3, 4, 5, 6, 7, 8, 10, 11, 12, 13, 14 and 17 of an act of the General Assembly of the State of Missouri, approved March 13, 1917, entitled; "An act giving assent to an act of the Congress of the United States, entitled "An act to provide that the United States shall aid the states in the construction of rural post-roads, and for other purposes;" and creating a state highway department, defining its powers and duties and providing for its maintenance, and for the establishment of state roads," and for their construction, maintenance and supervision, creating a state road fund, and providing penalities; and repealing an Act of the Forty-seventh General Assembly entitled, "An act creating a "State highway department," providing for a State Highway Commissioner and deputy, and defining their duties, with an emergency clause," approved March 22, 1913; and repealing article X of chapter 102 of the Revised Statutes of Missouri of 1909, relating to "State Highway Engineer," with an emergency clause, "and to enact fourteen new sections in lieu of repealing sections thereof to be known as sections 3, 4, 5, 6, 7, 8, 8a, 8b, 8c, 10, 11, 12, 13 and 14, with an emergency clause."

Five objections have been raised to these amendments, four of which are legal question which I submitted to the Attorney-General. His reply is as follows:

"We have your letter of yesterday in which you request the opinion of this department relative to the effect of the

changes made by the McCullough-Morgan act on the provisions of the existing law, found at page 485 of the Session Laws, 1917, known as the Hawes road law, and particularly in reference to the following propositions, to-wit:

"First: Can convict labor still be used in the work of road construction to the same extent as is authorized under existing law?

"Second: Can the machinery and road equipment owned by counties or other civil subdivisions of the state be made use of in the construction of roads under the proposed act?

"Third: Does the proposed enactment change the character of roads surfaced and earth which may now be constructed under the terms of the Hawes act?

"Fourth: Do the proposed amendments relax the provisions contained in the Hawes Law with reference to obtaining federal aid for road construction?

"Answering the inquiries in the order submitted, I beg to advise as follows:

"First: By the terms of section 11 of the State Prison Board act, found on page 155 of the Session Laws for 1917, and sections 1 to 8 of the Convict Labor act, page 153 of the 1917 Laws, specific authority is given to the State Highway Board and also to the several county courts to enter into contracts with the Prison Board for the use of convicts on state highway or rural post roads, or county highways, on such terms as may be agreed upon by the State Highway Board or the county court, as the case may be, and the Prison Board, and upon such boards failing to agree the Governor is authorized to fix the terms and conditions of such contracts. The proposed McCullough-Morgan act does not repeal, or affect in any manner the above provisions, and, therefore, convicts can be contracted for upon the same terms as provided by the 1917 enactment, with the exception as set out in section 14 of the Act under consideration, which requires that 'preference shall be given, other conditions being equal, to honorably discharged soldiers, sailors and marines.' This preference clause exactly follows

the language contained in section 6 of the act of Congress making the appropriation for federal aid, approved February 28, 1919, and doubtless, was included in the proposed law for the purpose of fully meeting the requirements of the federal authorities.

"Second: Under the terms of section 8b of the McCullough-Morgan act the State Highway Board is authorized to receive bids for road construction and, in the absence of satisfactory bids, to carry on the work of road building itself; and in section 10 the county or civil subdivision is given authority to construct roads therein, so that in either event the question of making use of any road machinery and equipment now owned by counties, is a matter of administrative detail which can be provided for at the time of advertising for bids and entering into the contract for the construction of the particular road project. In other words, the State Highway Board, or the county board, as the case may be, has full power to incorporate a provision in the contract that any machinery or road equipment now owned by the county shall be used in the construction of the roads and due allowance to be made therefor.

"Third: The present law in section 3 contains the requirement that roads which are to be constructed shall be selected with a view to 'economy in construction, maintenance, probable volume of transportation, and general adaptation to the needs of the people of the county and state at large,' and in section 10, that upon receipt of plans and specifications of a proposed road the State Highway Engineer shall examine same and 'if he deems them practicable and proper, he shall include said road in the project statement,' and submit the same for the approval of the federal authorities. Section 14 contains the further provision 'that every earth road constructed under the provisions of this act shall be given substantial character by.....etc.' An examination of the proposed Acts discloses that the identical requirements for the selection and approval of roads are contained, respectively, in sections 8, 8a and 14. It is, therefore, our opinion that precedent to the construc-

tion of a road of any character the manner of construction and the type of road must, under the present Hawes act, first meet the approval of the state authorities as well as the federal government, and the same identical requirements are provided by the McCullough-Morgan act.

"Fourth: In section 6 of the act of Congress, approved July 11, 1916, which is the law setting out the terms and conditions upon which Federal aid may be obtained, it is provided 'that the Secretary of Agriculture shall approve only such projects as may be substantial in character.' In order to conform with the above requirement, the Legislature incorporated the same provision in section 14 of the Hawes act, page 489, Session Laws, 1917, and the identical Language of that section in the respects under consideration is found in section 14 of the proposed McCullough-Morgan act. The answer to your inquiry, therefore, is that the proposed act contains the same requirements, so far as federal aid is concerned, as is found in the existing Hawes road law."

From the above opinion of the the Attorney-General it will be observed that, contrary to such impression, no change has been made in the four vital points of the Hawes act. The fifth objection is to the only really distinguishing feature of these amendments to the original law, viz.: authorizing the state to allow each county $1,200 per mile for fifty miles of road ($600 state and $600 federal). It must be borne in mind, however, that the road is not to be constructed for this $1,200 per mile unless the project meets the requirements of the federal road department and the state road department, and that the difference between this amount and the amount necessary to build a road acceptable to both departments must be borne on the same basis as the Hawes act, viz.: 50 per cent county, 23 per cent and 50 per cent federal. This requirement absolutely prevents waste of any fund. It has been thought by those familiar with road conditions in the state and sentiment throughout the counties, that this will be an inducement to the counties to take hold of the road building proposition in a vigorous

fashion and is the only method to be adopted at this time whereby the large sum of over nine million dollars of federal aid may be utilized, and, consequently, a sentiment created whereby the sixty million dollar bond issue to be voted upon November of next year may be passed. Time alone will demonstrate as to whether or not these claims are justified.

In the consideration of this matter it must not be overlooked that 83 per cent of the automobile fund is paid into the state treasury outside of the City of St. Louis. During the year 1918 the total automobile license amounted to $1,368,926.80 and St. Louis City paid $232,715.60 or 17 per cent. It must also be borne in mind that the question was before the Legislature for some three months. Numerous public meetings were held and, in the final vote of the Legislature not a dissenting vote was cast in the Senate and only four in the lower House against the measure, the total vote in both Houses being 149 for and four against it. It must also be borne in mind that in a democracy the people speak on legislative matters through their representatives. Here then is practically a unanimous vote.

In the consideration of any measure of this character placed before the Governor, it is highly proper that he should consult with and have the advice of those who are responsible for active operation and administration. The State Highway Commission is a bi-partisan board composed of the highest type of business men residing in Springfield, St. Joseph, Hayti, and the City of St. Louis. Thus all sections of the state are represented. Men who have served and are serving the state at a great personal loss to themselves. After carefully considering the sentiment of the Legislature and the amount of Federal aid available, the ultimate goal of passing a bond issue for sixty million dollars to hard surface a complete system of roads in the state and, the welfare of the state as a whole, together with the responsibility resting upon their shoulders, those gentlemen have unanimously endorsed these amendments. I cannot but feel that with these four splendid men, together with Mr. Malang of Joplin as secretary and road superintendent,

the public may rest assured that not one dollar will be wasted.

Respectfully,
FREDERICK D. GARDNER,
Governor.

TO THE SENATE

APRIL 18, 1919

From the Journal of the Senate, pp. 1363-1364

APRIL 18, 1919

To the Senate of the Fiftieth General Assembly:

I have the honor to return herewith, with my approval endorsed thereon, Senate bill Number 266, entitled:

"An act to repeal section 7631 of article 9, chapter 65, Revised Statutes of Missouri, 1909, providing for the salaries of deputy constables, their removal and filling of vacancies in cities of 300,000 inhabitants or over, and enacting a new section in lieu thereof, with an emergency clause."

This measure gives an increase in salary to deputy constables in the city of St. Louis, such salaries being payable out of the city treasury. As the measure has been approved by the mayor and comptroller of the city, I have given it my approval.

Respectfully submitted,
FREDERICK D. GARDNER,
Governor.

TO THE GENERAL ASSEMBLY

APRIL 21, 1919

From the Journal of the Senate, pp. 1494-1495

To the Fiftieth General Assembly of the State of Missouri:

I am compelled at this time to again call your attention to the important fact that your session is drawing near a

close and that insufficient provision has been made to provide revenue to meet the financial deficit of the state for the biennial period 1919-20, caused by loss of revenue growing out of the enactment of national prohibition.

In my previous messages to your honorable body on January 10, March 4, and April 1, 1919, I particularly called your attention to the fact that it was necessary to keep all appropriations within the estimated revenues of the state, and as well where new offices or increased salaries to present officers are enacted by your body, that it was imperative that you provide at the same time new sources of revenue to meet these requirements.

I must speak frankly concerning this matter and say that any more bills sent to my office, whereby new salaries are created or present salaries are increased, will be vetoed by me, unless ample provision for new revenue is created to meet the new expenditures.

Candor also constrains me to suggest to you that all additional salary bills should be withheld by you until such time as the present deplorable taxation proposition of our state reaches a definite solution. Furthermore, I feel constrained to state that many of these salary expenditures now pending before your body are of an excessive nature.

In conjunction with the foregoing statement I desire to say that I am ready and anxious to co-operate with the General Assembly and the State Board of Equalization, to the end that a meritorious solution can be had relative to adjusting general property values and providing sufficient revenue to meet the legal demands of our state.

In the event your body adjourns without making legal provision to finance the necessary expenses of the various institutions and general activities of our state for the years 1919-20, I am compelled to say that I know of no other manner whereby the necessary revenue can be provided for, except to convene your body into extraordinary session, or exercise the veto power of my office to diminish the appropriation bills passed by the present session, many of which are

badly needed in their entirety to meet the needs of our state institutions.

I take this occasion to suggest to you that the people of our state are expecting you to enact a workmen's compensation law and to provide for our electorate to vote upon a new State Constitution, and there are other very important measures pending before you, such as children's code, protection of the sheep industry, improvement of agricultural conditions and particularly the measures intended to improve the public schools as revealed by the survey communicated to you in my former message.

The time has arrived for both employer and employe to agree upon a just workman's compensation law, and if they will not agree thereupon, it is your duty to exercise your great prerogative as the law-making branch of our state government and act as arbiters of the subject matter by enacting such a workman's compensation law as appeals to you to be fair to all parties interested. Certainly the present day need of our state for such a salutary law is too important to permit it to die in your body by inaction.

Respectfully submitted,

FREDERICK D. GARDNER,

Governor.

TO THE SENATE

APRIL 25, 1919

From the Journal of the Senate, p. 1665

CITY OF JEFFERSON, April 25, 1919.

To the Senate of the Fiftieth General Assembly:

I have the honor to advise that I have this day, with the consent of the Senate, appointed Mr. W. H. Lewis of Clayton, Missouri, as Commissioner of Labor Statistics, to hold for a term of four years ending June 14, 1923, vice himself, term expired.

Respectfully submitted,

FREDERICK D. GARDNER,

Governor.

TO THE SENATE

APRIL 25, 1919

From the Journal of the Senate, p. 1665

CITY OF JEFFERSON, April 25, 1919.

To the Senate of the Fiftieth General Assembly:

I have the honor to advise that I have this day, with the consent of the Senate, appointed the following as members of the Missouri Commission for the Blind, each to hold for a term of four years ending January 1, 1923, and until their successors are duly appointed and qualified:

John R. Lyell of Shelbina, Mo., vice himself, term expired.

O. M. Dean of Kansas City, Mo., vice J. D. P. Francis, term expired.

Jacob Lampert of St. Louis, Mo., vice himself, term expired.

Respectfully submitted,
FREDERICK D. GARDNER,
Governor.

TO THE SENATE

APRIL 25, 1919

From the Journal of the Senate, p. 1665

CITY OF JEFFERSON, April 25, 1919.

To the Senate of the Fiftieth General Assembly:

Agreeable to the provisions of House bill No. 466, I have the honor to advise that I have this day, with the consent of the Senate, appointed T. Speed Mosby as State Beverage Inspector, to hold for a term of four years ending April 25, 1923.

Respectfully submitted,
FREDERICK D. GARDNER,
Governor.

TO THE HOUSE OF REPRESENTATIVES

APRIL 30, 1919

From the Journal of the House of Representatives, p. 1930

Hon. S. F. O'Fallon,
Speaker of the House, City.

Dear Mr. Speaker:

Mr. James E. Jones has transmitted to me a copy of his report as called for in the House resolution. I am not informed as to whether or not this report has been sent to you, so thought best to transmit same, which I herewith do.

Sincerely yours,
FREDERICK D. GARDNER,
Governor.

TO THE SENATE

MAY 2, 1919

From the Journal of the Senate, pp. 1815-1816

CITY OF JEFFERSON, May 2, 1919.

To the Senate of the Fiftieth General Assembly:

I have the honor to advise that I have this day, with the consent of the Senate, appointed Mr. J. Kelly Pool as a member of the State Prison Board, to hold for a term of six years ending June 18, 1925, and until his successor is duly appointed and qualified.

Respectfully,
FREDERICK D. GARDNER,
Governor.

TO THE SENATE

MAY 5, 1919

From the Journal of the Senate, p. 1892

CITY OF JEFFERSON, May 5, 1919.

To the Senate of the 50th General Assembly of the State of Missouri:

I have the honor to advise that, under the provisions of the Act of the General Assembly approved April 23, 1919, I have on this 5th day of May, 1919, with the advice and consent of the Senate, appointed Brigadier General Harvy C. Clark Adjutant General of Missouri.

Respectfully,

FREDERICK D. GARDNER,

Governor.

TO HTE GENERAL ASSEMBLY

MAY 5, 1919

From the Journal of the Senate, pp. 1892-1893

CITY OF JEFFERSON, May 5, 1919.

To the Members of the Fiftieth General Assembly:

I desire to take this occasion to express my appreciation of friendly consideration and approval you have given to such a large number of measures recommended to you in my biennial message. Among the number we may note:

Appropriations to cover the expenses of the Council of Defense,

Memorials for the soldiers and sailors,

Appropriation to erect memorials on the battle-fields of France,

Appropriations for medals for soldiers and sailors,

Franchise for soldiers,

Reorganization of the National Guard and the Home Guard,

Vocational education and other measures to improve the school system of the State,

Income tax,

Corporation franchise tax,

Inheritance tax,

Submission of State bond issue of 60 million dollars to build six thousand miles of surfaced roads, the automobile tax to be used to partly create sinking fund and interest.

Numerous bills to improve agricultural conditions (indemnity law, pure seed law, etc.,)

Increasing county support for patients in eleemosynary institutions,

Soft drink inspection law,

Woman's suffrage,

Children's code bills,

Workmen's compensation law.

You have also enacted numerous other measures intended to aid in the upbuilding of the state. When it is considered that at the present time men's minds differ radically, not only in this state but all over the civilized world, I think it should be a source of satisfaction to us that we have agreed to this large extent.

There is one very pressing question, however, that you have not solved, and I must indulge in the hope that you will solve it before your adjournment. Namely, the question of tax equalization and assessment. In my biennial message to you of January 8th, I stated that when the Tax Commission's report was ready that I would transmit same to you for your consideration. This report was received by me March 25th and was transmitted to you by special message March 31st. In that special message, I asked that you fix a state rate so that these valuations might become effective. Up to the present moment, you have

taken no definite action on the subject. Numerous bills bearing on the subject are now before you, some of which repeal, by implication, all statutes of the State setting up a standard of assessment. I must frankly say to you that I could not approve a measure of this kind.

All thinking men know that the question of tax assessment is one of the most complicated and complex problems with which the human mind has ever attempted to deal. We have but to look over the laws of the different states of the Union to note the many different angles from which the subject has been approached, and how often they have changed their own viewpoints. We note at the present moment, for instance, in our sister commonwealth, Illinois, the subject is a pressing and unsettled one. We have but to read the treatment of the subject by experts to note the varied and diametrically opposed conclusions reached. But underlying all is the fundamental principle that the State must have some standard, or uniform yard-stick by which to measure. Or, in a word, true and just equalization and uniformity.

The Constitution of Missouri places in the hands of the State Board of Equalization the authority to equalize; but it also places exclusively in your hands the power to establish a standard whereby this equalization is to be made. Therefore, in considering the subject, there are two questions to be borne in mind:

1st. The state rate.

2nd. A standard of valuation.

The State Tax Commission was created by the Forty-ninth General Assembly not for the purpose of equalizing taxes, but for the purpose of working by and through the tax assessors of the State to secure a just assessment of property; second, to administer the corporation franchise tax; third, to prepare a state budget.

Upon reflection, I am sure you will find that these important functions are necessary to the efficient conduct of the State Government, and I earnestly hope you will

reconsider the action of the House in refusing to make an appropriation for the continuation of the Commission.

Respectfully submitted,

FREDERICK D. GARDNER,

Governor.

TO THE GENERAL ASSEMBLY

JULY 3, 1919.

From the Journal of the Senate, Extra Session, p. 2202

JULY 3, 1919.

To the Fiftieth General Assembly:

Formally responding to your joint and concurrent resolution of this date, requesting that I submit to you for your consideration the repeal of the law prohibiting capital punishment in this state and the restoration of capital punishment, I did not include this or any other subject in my call because, as stated to you in my message, I did not wish to obscure the main purpose for which you were assembled, namely: the ratification of the woman suffrage amendment. You have acted very promptly on that subject. It is now out of the way.

By various votes taken by both of your bodies, it is clear that you do not desire to legislate at this time upon any subject other than the one mentioned above. It has also been represented to me that your action in this matter will be taken promptly. And, in view of the fact that the sentiment seems to be so overwhelmingly for a reconsideration of this subject, and in view of all the circumstances, I have decided to accede to your request. Therefore you are hereby authorized to take up for consideration the repeal of the statute abolishing capital punishment, and the reenactment of such a statute in lieu thereof as you may determine.

Respectfully submitted,

FREDERICK D. GARDNER,

Governor.

TO THE HOUSE OF REPRESENTATIVES

JULY 3, 1919

From the Journal of the House of Representatives, Extra Session, pp. 2291-2292

EXECUTIVE OFFICES, STATE OF MISSOURI, CITY OF JEFFERSON,

JULY 3, 1919.

Hon. S. F. O'Fallon, Speaker of the House, Jefferson City, Missouri.

Dear Mr. Speaker:

Referring to the matter of the joint and concurrent resolution passed by the Senate and House today, requesting that I submit, for their consideration the restoration of capital punishment at this special session, I desire to say that since the passage of the woman suffrage amendment a large number of members have been here to bid me good-bye. I have heard others have arranged to leave the capital tonight.

Before submitting to you a message on the subject of this resolution, I desire positive assurance that a constitutional majority, favorable to the repeal of said act, will stay here until the matter can be thoroughly considered and passed.

To bring the matter to your attention with less than a constitutional majority present and favorable would simply involve long delay and heavy expenses to the state which I am not willing to incur.

I shall remain in my office awaiting the assurances which I mention above. If same are given to me I will be ready to take immediate action.

Faithfully yours,

FREDERICK D. GARDNER,

Governor.

TO THE SENATE

DECEMBER 18, 1920

From the Journal of the Senate, pp. 12-14

CITY OF JEFFERSON, December 18, 1920.

To the Senate of the Fifty-first General Assembly:

I have the honor to herewith transmit to you the following appointments to office made in the vacation of the General Assembly, subject to the approval of the Senate:

September 23, 1919, J. B. Greensfelder, Clayton, Missouri, as a member of the Board of Charities and Corrections, for a term ending January 1, 1925, vice James F. Conran, term expired.

September 23, 1919, J. A. Corby, St. Joseph, Missouri, as a member of the Board of Charities and Corrections, for a term ending January 1, 1923, vice W. L. Robertson, resigned.

September 23, 1919, E. F. Leake, Springfield, Missouri, as a member of the Board of Charities and Corrections, for a term ending January 1, 1921, vice Frederick W. Neidermeyer, term expired.

September 23, 1919, Nelle G. Burger, Clark, Missouri, as a member of the Board of Charities and Corrections, for a term ending January 1, 1925, vice herself, term expired.

June 17, 1920, Mrs. Ardella Still, Kirksville, Missouri, as a member of the Board of Charities and Corrections, for a term ending January 21, 1925, vice Nelle G. Burger, resigned.

January 7, 1920, R. M. Reynolds, Marshall, Missouri, as a member of the Board of Managers of the Colony for the Feeble-minded and Epileptic, for a term ending August 21, 1923, vice himself, term expired.

January 7, 1920, Mrs. W. W. Graves, Jefferson City, Missouri, as a member of the Board of Managers of the Colony for the Feeble-minded and Epileptic, for a term ending January 21, 1923, vice herself, term expired.

January 7, 1920, S. P. Houston, Malta Bend, Missouri, as a member of the Board of Managers of the Colony for the Feeble-minded and Epileptic, for a term ending January 21, 1923, vice himself, term expired.

December 29, 1919, Thomas M. Cobb, Lexington, Missouri, as a member of the Board of Managers of the Confederate Soldiers' Home, for a term ending February 1, 1923, vice Geo. W. Langford, resigned.

January 26, 1920, H. N. Phillips, Caruthersville, Missouri, as a member of the Board of Managers of the Confederate Soldiers' Home, for a term ending February 1, 1923, vice B. F. Murdock, resigned.

January 26, 1920, A. M. Moise, St. Louis, Missouri, as a member of the Board of Managers of the Confederate Soldiers' Home, for a term ending February 1, 1921, vice Frank Gaiennie, resigned.

November 13, 1920, Huston C. Crittenden, Kansas City, Missouri, as a member of the Board of Election Commissioners, Kansas City, for a term ending September 4, 1923, vice himself, term expired.

November 13, 1920, R. E. O'Malley, Kansas City, Missouri, as a member of the Board of Election Commissioners, Kansas City, for a term ending September 4, 1923, vice himself, term expired.

November 13, 1920, Louis Oppenstein, Kansas City, Missouri, as a member of the Board of Election Commissioners, Kansas City, for a term ending September 4, 1923, vice himself, term expired.

November 13, 1920, John E. Wilson, Kansas City, Missouri, as a member of the Board of Election Commissioners, Kansas City, for a term ending September 4, 1923, vice himself, term expired.

December 9, 1920, John A. Kurtz, Kansas City, Missouri, as a member of the Public Service Commission, for a term ending April 15, 1921, vice John Kennish, resigned.

September 4, 1919, Roy F. Britton, St. Louis, Missouri, as a member of the State Highway Commission, for a term ending March 13, 1921, vice S. S. Pingree, resigned.

July 30, 1920, Paul Evans, West Plains, Missouri, as a member of the Board of Trustees, Fruit Experiment Station, for a term ending November 15, 1921, vice Jay L. Torrey, term expired.

July 30, 1920, E. L. Beal, Republic, Missouri, as a member of the Board of Trustees, Fruit Experiment Station, for a term ending November 15, 1923, vice S. C. Hoover, term expired.

July 30, 1920, W. F. Flournoy, Marionville, Missouri, as a member of the Board of Trustees, Fruit Experiment Station, for a term ending November 15, 1925, vice F. C. Schotten, term expired.

July 9, 1919, Tim Birmingham, St. James, Missouri, as a member of the Board of Manage s, Federal Soldiers' Home, for a term ending February 1, 1923, vice himself, term expired.

September 13, 1920, W. C. Bender, St. Joseph, Missouri, as a member of the State Board of Pharmacy, for a term ending August 16, 1924, vice Paul I. Hess, term expired.

June 12, 1920, G. A. Fischer, Jefferson City, Missouri, as a member of the State Board of Pharmacy, for a term ending July 2, 1925, vice himself, term expired.

July 23, 1920, John R. Ranson, Kansas City, Missouri, as a Police Commissioner of Kansas City, for a term ending March 9, 1923, vice himself, term expired.

July 23, 1920, John Halpin, Kansas City, Missouri, as a Police Commissioner of Kansas City, for a term ending March 9, 1923, vice himself, term expired.

May 24, 1920, Robt. E. Townsend, St. Joseph, Missouri, as a Police Commissioner of St. Joseph, for a term ending April 28, 1923, vice himself, term expired.

May 24, 1920, Rice McDonald, St. Joseph, Missouri, as a Police Commissioner of St. Joseph, for a term ending April 28, 1923, vice himself, term expired.

August 10, 1920, P. E. Burton, Joplin, Missouri, as a member of the Board of Curators, Missouri State University, for a term ending January 1, 1923, vice C. B. Rollins, resigned.

September 10, 1919, Lee Dunlap, Kansas City, Missouri, as State Industrial Inspector, for a term ending August 2, 1923.

August 16, 1919, Tim Birmingham, St. James, Missouri, as State Fish and Game Warden, for a term ending May 13, 1923, vice Jesse B. Jones, term expired.

May 26, 1919, Roy D. Williams, Boonville, Missouri, as a member of the State Tax Commission, for a term ending June 18, 1923, vice Cornelius Roach, failed of confirmation.

May 26, 1919, W. A. Dallmeyer, Jefferson City, Missouri, as a member of the State Tax Commission, for a term ending June 18, 1921, vice J. H. Gallener, failed of confirmation.

May 26, 1919, H. Chouteau Dyer, St. Louis, Missouri, as a member of the State Tax Commission, for a term ending June 18, 1925, vice James Y. Player, failed of confirmation.

February 21, 1920, Peter F. Brush, St. Louis, Missouri, as a member of the Missouri Board of Boiler Rules, for a term ending January 21, 1924.

February 21, 1920, Norman H. Munroe, St. Joseph, Missouri, as a member of the Missouri Board of Boiler Rules, for a term ending January 21, 1922.

February 21, 1920, Eugene Webb, St. Louis, Missouri, as a member of the Missouri Board of Boiler Rules, for a term ending January 21, 1924.

February 21, 1920, Arthur J. Fitzsimmons, St. Louis, Missouri, as a member of the Missouri Board of Boiler Rules, for a term ending January 21, 1922.

June 14, 1919, Chas. F. Ward, Plattsburg, Missouri, as a member of the Board of Regents of the Fifth Normal School, for a term ending January 1, 1925, vice Leo M. Phipps, deceased.

December 28, 1920, E. C. Robbins, St. Louis, Missouri, as a member of the Board of Managers of the Confederate Soldiers' Home, for a term ending February 1, 1921, vice A. M. Moise, deceased.

Respectfully,

FREDERICK D. GARDNER,

Governor.

TO THE SENATE

JANUARY 10, 1921

From the Journal of the Senate, p. 14

CITY OF JEFFERSON, January 10, 1921.

To the Senate of the Fifty-first General Assembly:

I have the honor to herewith transmit to you the following appointments to office made in the vacation of the General Assembly, subject to the approval of the Senate:

September 30, 1920, A. C. Maclain, Hannibal, Missouri, as a member of the Negro Industrial Commission, for a term ending October 1, 1924.

September 30, 1920, N. C. Bruce, Dalton, Missouri, as a member of the Negro Industrial Commission, for a term ending October 1, 1924.

September 30, 1920, Joseph Haskell, Maysville, Missouri, as a member of the Negro Industrial Commission, for a term ending October 1, 1924.

September 30, 1920, Ephraim Rucker, St. Joseph, Missouri, as a member of the Negro Industrial Commission, for a term ending October 1, 1924.

December 9, 1920, Myrtle F. Cook, Kansas City, Missouri, as a member of the Negro Industrial Commission, for a term ending October 1, 1924.

September 30, 1920, C. C. Hubbard, Sedalia, Missouri, as a member of the Negro Industrial Commission, for a term ending October 1, 1924.

September 30, 1920, J. B. Coleman, Columbia, Missouri, as a member of the Negro Indusrial Commission, for a term ending October 1, 1924.

September 30, 1920, B. F. Butler, Auxvasse, Missouri, as a member of the Negro Industrial Commission, for a term ending October 1, 1924.

September 30, 1920, Burt Hayden, Kirkwood, Missouri, as a member of the Negro Industrial Commission, for a term ending October 1, 1924.

September 30, 1920, Mrs. Lucy Bledsoe, St Louis, Missouri, as a member of the Negro Industrial Commission, for a term ending October 1, 1924.

September 30, 1920, John M. Batchman, St. Louis, Missouri, as a member of the Negro Industrial Commission, for a term ending October 1, 1924.

September 30, 1920, Levi Ribeult, Ste. Genevieve, Missouri, as a member of the Negro Industrial Commission, for a term ending October 1, 1924.

September 30, 1920, Mrs. John J. Thomas, Cape Girardeau, Missouri, as a member of the Negro Industrial Commission, for a term ending October 1, 1924.

November 5, 1920, Edward Scott, Joplin, Missouri, as a member of the Negro Industrial Commission, for a term ending October 1, 1924.

Respectfully,

FREDERICK D. GARDNER,

Governor.

PROCLAMATION

CALLING AN EXTRA SESSION OF THE GENERAL ASSEMBLY

JUNE 12, 1919

From the Journal of the Senate, Extra Session, p. 2194

STATE OF MISSOURI, EXECUTIVE DEPARTMENT.

Whereas, The Congress of the United States has submitted to the several states of the Union for ratification an amendment to the Constitution of the United States of America providing that the right of citizens of the United States to vote shall not be denied or abridged on account of sex, and

Whereas, Such ratification can only be made by the Legislature of the State;

Therefore, I, Frederick D. Gardner, Governor of the State of Missouri, by virtue of the authority in me vested by the Constitution and laws of the State, do hereby convene the Fiftieth General Assembly of the State of Missouri in extra session, and I do hereby call upon the Senators and Representatives of the said General Assembly to meet in their respective places in the state capitol in the City of Jefferson, at the hour of twelve o'clock M. on the second day of July, 1919, for the following purposes:

1. To consider the ratification of the proposed amendment to the Constitution of the United States of America providing that the right of citizens of the United States to vote shall not be denied or abridged on account of sex.

2. To make an appropriation to pay the expense of the extra session of the General Assembly.

In Testimony Whereof, I have hereunto set my hand and caused to be affixed the Great Seal of the State of Missouri. Done at the City of Jefferson this twelfth day of June, A. D. 1919.

FREDERICK D. GARDNER,

By the Governor:

JOHN S. SULLIVAN,
Secretary of State.

MEMORANDA OF PROCLAMATIONS AND WRITS OF ELECTION

JANUARY 18, 1917

From the Register of Civil Proceedings, 1917-1920, p. 10

The Governor called a Special Election to be held in the City of St. Louis to elect a Representative vice Joseph E. Lawton deceased.

FEBRUARY 28, 1917

From the Register of Civil Proceedings, 1917-1920, p. 27

The Governor issued a Proclamation of offering a reward of Three Hundred Dollars for one Jesse Ray for the murder of Jessie Clark and William Donnelly.

MARCH 6, 1917

From the Register of Civil Proceedings, 1917-1920, p. 29

The Governor issued a Proclamation setting aside the first Tuesday in April of each year as Arbor Day.

MARCH 28, 1917

From the Register of Civil Proceedings, 1917-1920, p. 39

The Governor issued a Proclamation offering a Reward of Twenty Five Dollars ($25.00) each for said Clarence Stone, Richard Stone and Fred. King.

APRIL 12, 1917

From the Register of Civil Proceedings, 1917-1920, p. 47

The Governor issued a Proclamation for Food Conservation Meeting.

MAY 10, 1917

From the Register of Civil Proceedings, 1917-1920, p. 58

The Governor issued a Proclamation offering a reward of One Hundred Dollars for the arrest of one E. J. Davlin.

MAY 16, 1917

From the Register of Civil Proceedings, 1917-1920, p. 60

The Governor issued a Proclamation offering a reward of Two Hundred ($200.00) Dollars for the arrest of Joseph Fricina for murder of David Killen.

MAY 21, 1917

From the Register of Civil Proceedings, 1917-1920, p. 62

The Governor issued a Proclamation setting aside the 25 Day of May, 1917 as Liberty Bond Day.

MAY 22, 1917

From the Register of Civil Proceedings, 1917-1920, p. 63

The Governor issued a Proclamation setting aside June 5th 1917, as Military Registration Day.

JUNE 9, 1917

From the Register of Civil Proceedings, 1917-1920, p. 69

The Governor issued a Proclamation setting aside June 17th as Missouri Y. M. C. A. day.

JUNE 11, 1917

From the Register of Civil Proceedings, 1917-1920, p. 70

The Governor issued a Proclamation setting aside June 14th 1917, as "Flag Day."

JUNE 11, 1917

From the Register of Civil Proceedings, 1917-1920, p. 70

The Governor issued a Proclamation setting aside June 18th and ending June 25th 1917 as "American Red Cross Week."

JUNE 14, 1917

From the Register of Civil Proceedings, 1917-1920, p. 71

The Governor issued a proclamation relative to the shipment and quarantine of hogs.

JUNE 19, 1917

From the Register of Civil Proceedings, 1917-1920, p. 73

The Governor issued a Proclamation offering a reward of "$300.00" for the Unknown Parties that Kidnapped Baby Lloyd Keet.

JUNE 23, 1917

From the Register of Civil Proceedings, 1917-1920, p. 74

The Governor issued a Proclamation setting aside the week beginning July 1st. 1917 as Navy Week.

JULY 7, 1917

From the Register of Civil Proceedings, 1917-1920, p. 80

The Governor issued a Proclamation setting aside Saturday, July 28th 1917 as Missouri Patriotic Day.

JULY 17, 1917

From the Register of Civil Proceedings, 1917-1920, p. 84

The Governor issued a Proclamation setting aside the Organization of Home Guards.

AUGUST 22, 1917

From the Register of Civil Proceedings, 1917-1920, p. 105

The Governor issued a Proclamation setting aside September 5, September 19, and October 3-1917, with enforcement of Excise Laws in St. Louis, Kansas City, St. Joseph and St. Louis County in honor of the assembling of Missouri's Quota of the National Army.

AUGUST 29, 1917

From the Register of Civil Proceedings, 1917-1920, p. 107

The Acting Governor issued a Statement, Rescinding previous Proclamation, pertaining to the closing of Saloons, on days of the Departure of Missouri's Quota to training quarters.

AUGUST 30, 1917

From the Register of Civil Proceedings, 1917-1920, p. 107

The Acting Governor issued a Proclamation, offering a reward of One hundred Dollars $100.00 for the arrest, and conviction of the unknown parties who burglarized the Bank of Waynesville, Mo., Pulaski County.

OCTOBER 12, 1917

From the Register of Civil Proceedings, 1917-1920, p. 122

The Governor issued a Proclamation appointing the Officers and Members of all Agricultural Organizations in the State as duly accredited delegates to the National Farmers Congress of the United States convening in the City of Springfield, October 23, 24, 25 and 26, 1917.

OCTOBER 16, 1917

From the Register of Civil Proceedings, 1917-1920, p. 123

The Governor issued a Proclamation setting aside Sunday Oct. 28th 1917, Boys day and Big Brothers Day.

OCTOBER 16, 1917

From the Register of Civil Proceedings, 1917-1920, p. 123

The Governor issued a Proclamation setting aside October 27th, 1917, as Liberty Loan Day.

OCTOBER 29, 1917

From the Register of Civil Proceedings, 1917-1920, p. 129

The Governor issued a Proclamation as to Food Conservation Enrollment.

NOVEMBER 7, 1917

From the Register of Civil Proceedings, 1917-1920, p. 133

The Governor issued a Proclamation setting aside the week beginning November 11th, as "Missouri Y. M. C. A. War Fund Week."

NOVEMBER 8, 1917

From the Register of Civil Proceedings, 1917-1920, p. 134

The Governor issued a Proclamation, offering a reward of ($100.00) One Hundred dollars for the arrest of one George C. Young.

NOVEMBER 8, 1917

From the Register of Civil Proceedings, 1917-1920, p. 134

The Governor issued a Proclamation, offering a reward of One hundred dollars ($100.00) for unknown party or parties that murdered Mrs. Emma Wheaton.

NOVEMBER 10, 1917

From the Register of Civil Proceedings, 1917-1920, p. 135

The Governor issued a Proclamation setting aside Thursday, November 29th, 1917, as a Day of Public Thanksgiving.

NOVEMBER 27, 1917

From the Register of Civil Proceedings, 1917-1920, p. 141

The Governor issued a Proclamation offering a reward of Three Hundred Dollars ($300.00) for the arrest and delivery of Robert Rogers.

DECEMBER 1, 1917

From the Register of Civil Proceedings, 1917-1920, p. 142

The Governor issued a Proclamation urging upon the young men of this State the duty of enlisting in the Navy.

DECEMBER 12, 1917

From the Register of Civil Proceedings, 1917-1920, p. 146

The Governor issued a Proclamation setting aside the week beginning Monday December 17th as Red Cross Week.

JANUARY 3, 1918

From the Register of Civil Proceedings, 1917-1920, p. 154

The Governor issued a Proclamation setting aside January 8, 1918, as Missouri's First Centennial Day.

JANUARY 23, 1918

From the Register of Civil Proceedings, 1917-1920, p. 164

The Governor issued a Proclamation urging all Missourians to assist, with all Public, Private and Parochial Schools as Red Cross Auxiliaries.

FEBRUARY 5, 1918

From the Register of Civil Proceedings, 1917-1920, p. 170

The Governor issued a Proclamation setting aside Friday, February Eight, as Insurance Day.

FEBRUARY 5, 1918

From the Register of Civil Proceedings, 1917-1920, p. 170

The Governor issued a Proclamation calling for the enrollment of Volunteers for the U. S. Shipyards.

FEBRUARY 27, 1918

From the Register of Civil Proceedings, 1917-1920, p. 179

The Governor issued a Proclamation setting aside the week of March 11 to March 16, inclusive, as Seed Corn Germination Week.

MARCH 18, 1918

From the Register of Civil Proceedings, 1917-1920, p. 188

The Governor issued a Proclamation setting aside the week beginning March 18th as Enrollment week for the United States Boys Working Reserve.

MARCH 27, 1918

From the Register of Civil Proceedings, 1917-1920, p. 192

The Governor issued a Proclamation setting aside Saturday, April 6th, 1918, as Liberty Loan Day.

APRIL 19, 1918

From the Register of Civil Proceedings, 1917-1920, p. 203

The Governor issued a Proclamation setting aside Friday April 26th, as Liberty Day.

MAY 14, 1918

From the Register of Civil Proceedings, 1917-1920, p. 217

The Governor issued a Proclamation setting aside the week beginning May 20th and ending May 27th as Red Cross Week.

MAY 20, 1918

From the Register of Civil Proceedings, 1917-1920, p. 219

The Governor issued a Proclamation setting aside Thursday May 30th, a day of Fasting and Prayer.

MAY 31, 1918

From the Register of Civil Proceedings, 1917-1920, p. 223

The Governor issued a writ of election to fill vacancy in United States Senate caused by death of Hon. Wm. J. Stone.

JUNE 4, 1918

From the Register of Civil Proceedings, 1917-1920, p. 226

The Governor issued a Proclamation setting aside June 28th, 1918, as War Savings Day.

JUNE 7, 1918

From the Register of Civil Proceedings, 1917-1920, p. 228

The Governor issued a Proclamation setting aside Thursday June 14, 1918, as Flag Day.

JUNE 20, 1918

From the Register of Civil Proceedings, 1917-1920, p. 234

The Governor issued a Proclamation setting aside a reward of Two hundred dollars ($200.00) for the arrest of one Joseph Fricina for the Murder of David Killen.

JULY 13, 1918

From the Register of Civil Proceedings, 1917-1920, p. 244

The Governor issued a Proclamation setting aside a Reward of $200 for the arrest and delivery of one Charles Bloomfield.

JULY 24, 1918

From the Register of Civil Proceedings, 1917-1920, p. 249

The Governor issued a Proclamation setting aside the week beginning Wednesday, July 24th, as Marine Corps Week.

AUGUST 12, 1918

From the Register of Civil Proceedings, 1917-1920, p. 257

The Governor issued a Proclamation in regards to Importation and Quarantining of Hogs.

AUGUST 12, 1918

From the Register of Civil Proceedings, 1917-1920, p. 257

The Governor issued a Proclamation in regard to shipment and Quarantining of Hogs.

AUGUST 20, 1918

From the Register of Civil Proceedings, 1917-1920, p. 261

The Acting Governor issued a Proclamation setting aside Aug. 26th as Pershing Day.

SEPTEMBER 4, 1918

From the Register of Civil Proceedings, 1917-1920, p. 267

The Governor issued a Proclamation setting aside September 12, 1918, as Draft Registration Day.

SEPTEMBER 18, 1918

From the Register of Civil Proceedings, 1917-1920, p. 273

The Governor issued a Proclamation setting aside Sept. 23rd to Oct. 5th inclusive "as Seed Corn Selection Time."

SEPTEMBER 27, 1918

From the Register of Civil Proceedings, 1917-1920, p. 279

The Governor issued a Proclamation setting aside Saturday, Sept. 28, as Volunteer Day Fourth Liberty Loan Bond.

OCTOBER 9, 1918

From the Register of Civil Proceedings, 1917-1920, p. 286

The Governor issued a Proclamation appealing to the people of the State, to take every possible precaution against the spread of Spanish Influenza.

OCTOBER 10, 1918

From the Register of Civil Proceedings, 1917-1920, p. 287

The Governor issued a Proclamation setting aside Sunday Oct. 27th, 1918 as Sunday School Day.

OCTOBER 18, 1918

From the Register of Civil Proceedings, 1917-1920, p. 290

The Governor issued a Proclamation offering the sum of Three Hundred (300.00) Dollars for one William Murrie who killed one Edward Miller.

OCTOBER 21, 1918

From the Register of Civil Proceedings, 1917-1920, p. 291

The Governor issued a Special Election Writ. for an election to be held the 5th day of November 1918, to fill vacancy in the Tenth Congressional District caused by the death of Hon. Jacob E. Meeker.

OCTOBER 21, 1918

From the Register of Civil Proceedings, 1917-1920, p. 292

The Governor issued a Proclamation offering a reward of Three Hundred (300.00) Dollars, for one Charles Likins who killed one Fred. Snyder in Lawrence County.

OCTOBER 28, 1918

From the Register of Civil Proceedings, 1917-1920, p. 294

The Governor issued a Proclamation offering a reward of Three Hundred (300.00) Dollars for the arrest and conviction of Unknown Parties that robbed the Bank of Elsinore at Elsinore, Mo.

OCTOBER 28, 1918

From the Register of Civil Proceedings, 1917-1920, p. 294

The Governor issued a Proclamation setting aside Saturday Nov. 2nd 1918 as Fire Prevention Day.

OCTOBER 29, 1918

From the Register of Civil Proceedings, 1917-1920, p. 295

The Governor issued a Proclamation setting aside the week beginning November 10, 1918 as United War Work, Campaign.

NOVEMBER 4, 1918

From the Register of Civil Proceedings, 1917-1920, p. 297

The Governor issued a Proclamation setting aside Saturday, Nov. 9th 1918, as Gas Mask Day.

NOVEMBER 21, 1918

From the Register of Civil Proceedings, 1917-1920, p. 305

The Governor issued a Proclamation setting aside November 28th, 1918, A Day of Public Thanksgiving and Prayer.

JANUARY 28, 1919

From the Register of Civil Proceedings, 1917-1920, p. 339

The Governor issued a Special Election Writ to fill vacancy caused by the death of Mr. Lain Jones, Representative of Greene County Election to be held on Tuesday, Feb. 11-1919.

MARCH 8, 1919

From the Register of Civil Proceedings, 1917-1920, p. 359

The Governor issued a Proclamation offering a Reward of Three Hundred Dollars, for the apprehension of one Jay Lynch alias Geo W. Owen who shot and Killed John M. Harlow, Sheriff of Barton County.

MARCH 24, 1919

From the Register of Civil Proceedings, 1917-1920, p. 369

The Governor issued a Writ of Election to the Sheriff of Stone County, for a Special Election to be held on Tuesday April 8th, 1919. To fill vacancy caused by the death of Hon. Truman Powell, deceased.

MARCH 25, 1919

From the Register of Civil Proceedings, 1917-1920, p. 369

The Governor issued a Proclamation setting aside Sunday April 6, 1919 as Y. M. C. A. Day.

MARCH 25, 1919

From the Register of Civil Proceedings, 1917-1920, p. 369

The Governor issued a Proclamation setting aside Friday April 4, 1919, as Arbor Day.

APRIL 12, 1919

From the Register of Civil Proceedings, 1917-1920, p. 378

The Governor issued a Proclamation setting aside a Reward of ($300.00) for one Robert Rogers who shot and killed Miss Hazel Hardesty.

MAY 10, 1919

From the Register of Civil Proceedings, 1917-1920, p. 391

The Governor issued a Proclamation setting aside a reward of Three Hundred ($300.00) Dollars for the arrest of unknown parties that Murdered John McDonald, Deputy Sheriff and James Stapleton, Constable in Lafayette County.

MAY 13, 1919

From the Register of Civil Proceedings, 1917-1920, p. 392

The Governor issued a Proclamation setting aside a reward of Two Hundred ($200.00) Dollars, for the arrest of unknown parties, who Assaulted Mrs. Clara Raper of Poplar Bluff, Mo.

JUNE 13, 1919

From the Register of Civil Proceedings, 1917-1920, p. 405

The Governor issued a Proclamation, calling the 50th General Assembly in Extraordinary Session, July 2nd, 1919.

JUNE 25, 1919

From the Register of Civil Proceedings, 1917-1920, p. 411

The Governor issued a Proclamation Relative to the Shipment and Quarantining of Cattle.

JULY 9, 1919

From the Register of Civil Proceedings, 1917-1920, p. 417

The Governor issued a Proclamation setting aside the sum of One Hundred Dollars ($100.00) for the arrest of unknown parties that murdered unknown person supposed to be a female found in Cole Co.

SEPTEMBER 8, 1919

From the Register of Civil Proceedings, 1917-1920, p. 440

The Governor issued a Proclamation setting aside Sept. 17-1919 as Constitution Day.

SEPTEMBER 20, 1919

From the Register of Civil Proceedings, 1917-1920, p. 445

The Governor issued a Proclamation setting aside Nov. 2 to 11, inclusive, for the Roll Call Campaign.

OCTOBER 29, 1919

From the Register of Civil Proceedings, 1917-1920, p. 459

The Governor issued a Proclamation setting aside Tuesday, November 11, 1919, as American Legion Day.

NOVEMBER 13, 1919

From the Register of Civil Proceedings, 1917-1920, p. 465

The Governor issued a Proclamation setting aside November 27th, 1919, as a day of Thanksgiving and Prayer.

DECEMBER 4, 1919

From the Register of Civil Proceedings, 1917-1920, p. 472

The Governor issued a Proclamation, notifying the Public that the State has taken possession of certain mines to operate same and relieve the distress of the people of the State of Missouri.

DECEMBER 11, 1919

From the Register of Civil Proceedings, 1917-1920, p. 474

The Governor issued a Proclamation withdrawing control and Releasing certain mines to the Operators.

DECEMBER 29, 1919

From the Register of Civil Proceedings, 1917-1920, p. 480

The Governor called for a Special Election to be held in the Third Congressional District on Saturday, the 14th day of February, 1920, to fill unexpired term, caused by the Resignation of Hon. Joshua W. Alexander, Representative in the Sixty-sixth Congress of the United States.

JANUARY 13, 1920

From the Register of Civil Proceedings, 1917-1920, p. 488

The Governor issued a Proclamation setting aside the week beginning January 17-1920, as National Thrift Week in Mo.

JANUARY 21, 1920

From the Register of Civil Proceedings, 1917-1920, p. 491

The Governor issued a Proclamation setting aside the week beginning Feb. 8, 1920, as Good Turn Week.

JANUARY 28, 1920

From the Register of Civil Proceedings, 1917-1920, p. 495

The Governor issued a Proclamation setting aside a reward of Two Hundred (200.00) dollars for the arrest of one Joseph Fricina.

FEBRUARY 3, 1920

From the Register of Civil Proceedings, 1917-1920, p. 498

The Governor issued a Proclamation setting aside Sunday, February 8, 1920, as "Near East Relief Sunday."

FEBRUARY 3, 1920

From the Register of Civil Proceedings, 1917-1920, p. 498

The Governor issued a Proclamation setting aside the week of Feb. 15-22-1920, as "Teachers Week."

FEBRUARY 23, 1920

From the Register of Civil Proceedings, 1917-1920, p. 507

The Governor issued a Proclamation setting aside a reward of Three Hundred ($300.00) Dollars, for the arrest of Unknown parties that murdered W. E. Gowdy, Constable of Ozark Township, Barton County Mo.

MARCH 19, 1920

From the Register of Civil Proceedings, 1917-1920, p. 517

The Governor issued Proclamation that the week of March 22 shall be Known as Marne Memorial Week.

MARCH 19, 1920

From the Register of Civil Proceedings, 1917-1920, p. 517

The Governor issued Proclamation that the week beginning Monday May 17th be Ship By Truck Week.

MARCH 25, 1920

From the Register of Civil Proceedings, 1917-1920, p. 520

The Governor issued a Proclamation setting aside Saturday May 1st 1920 as Americanization Day.

MARCH 31, 1920

From the Register of Civil Proceedings, 1917-1920, p. 522

The Governor Issued Proclamation Designating the First Friday after the First Tuesday in April as Arbor Day.

APRIL 3, 1920

From the Register of Civil Proceedings, 1917-1920, p. 523

The Governor offered a reward of three hundred dollars for the arrest and delivery to the Marshal of Jackson County one Ed Adams.

MAY 13, 1920

From the Register of Civil Proceedings, 1917-1920, p. 536

The Governor issued a Proclamation, Designating Monday May 31st 1920 as Memorial Day.

MAY 21, 1920

From the Register of Civil Proceedings, 1917-1920, p. 538

The Governor offered a reward of Three hundred for arrest and conviction of each of the unknown parties that Murdered Joe Talbott, John McDonald and James Stapleton on May 4th, 1919, in Lafayette County.

JULY 7, 1920

From the Register of Civil Proceedings, 1917-1920, p. 555

The Acting Governor offered a Reward of $300.00 for the arrest and Delivery of one Fred Confax.

SEPTEMBER 20, 1920

From the Register of Civil Proceedings, 1917-1920, p. 578

The Governor offered a Reward of $300.00 for the arrest and delivery of one Herman Woodson.

SEPTEMBER 22, 1920

From the Register of Civil Proceedings, 1917-1920, p. 579

The Governor ordered an Election in the 16th Senatorial District to be held on the 2nd of November for the Election of a Senator vice Clark B. Wix deceased.

SEPTEMBER 23, 1920

From the Register of Civil Proceedings, 1917-1920, p. 580

The Governor Proclaimed Saturday October 9th, as Fire Prevention Day.

OCTOBER 9, 1920

From the Register of Civil Proceedings, 1917-1920, p. 587

The Governor issued a Proclamation setting aside this Autumn Season as the time of giving to the cause of Near East Relief.

OCTOBER 11, 1920

From the Register of Civil Proceedings, 1917-1920, p. 586

The Governor issued a Proclamation setting aside Friday, Oct. 22nd, 1920, as Good Roads Day.

OCTOBER 21, 1920

From the Register of Civil Proceedings, 1917-1920, p. 590

The Governor issued a Proclamation setting aside November 11th 1920 Armistice Day.

OCTOBER 26, 1920

From the Register of Civil Proceedings, 1917-1920, p. 591

The Governor issued a Proclamation setting aside the time from Nov. 11th, to Thanksgiving Day as Red Cross Roll Call.

OCTOBER 26, 1920

From the Register of Civil Proceedings, 1917-1920, p. 591

The Governor issued a Proclamation of offering a Reward of $200.00 for the Arrest and delivery to the Sheriff of Pettis County one Robert Thomas Ransdell.

NOVEMBER 15, 1920

From the Register of Civil Proceedings, 1917-1920, p. 597

The Governor issued a Proclamation setting aside Thursday, the 25th day of November, 1920, a Day of Thanksgiving and Prayer.

NOVEMBER 16, 1920

From the Register of Civil Proceedings, 1917-1920, p. 597

The Governor issued a Proclamation setting aside the week beginning December 5th 1920 as Health and School Week.

NOVEMBER 17, 1920

From the Register of Civil Proceedings, 1917-1920, p. 598

The Governor issued a Proclamation of offering a Reward of $300.00 for the arrest and Delivery of one Denny Chester.

NOVEMBER 29, 1920

From the Register of Civil Proceedings, 1917-1920, p. 602

The Governor issued a Proclamation declaring House Bill No. 335 to be in full force and Effect from this date.

NOVEMBER 29, 1920

From the Register of Civil Proceedings, 1917-1920, p. 602

The Governor issued a Proclamation declaring Constitutional Amendment No. 15 to be in full force and effect from this date.

NOVEMBER 29, 1920

From the Register of Civil Proceedings, 1917-1920, p. 602

The Governor issued a Call for Special Election to be held in the 32nd Senatorial District on the 18th of Dec. 1920 to Elect a successor to Conway Elder resigned.

NOVEMBER 30, 1920

From the Register of Civil Proceedings, 1917-1920, p. 603

The Governor issued a Proclamation declaring that Constitutional Amendment No. 2 to be ratified by the vote of the people and the same to be in full force and effect from this date.

DECEMBER 21, 1920

From the Register of Civil Proceedings, 1917-1920, p. 610

The Governor issued a proclamation setting aside the week from Jan. 17th, to Jan. 23rd as National Thrift Week.

DECEMBER 21, 1920

From the Register of Civil Proceedings, 1917-1920, p. 610

The Governor issued a Proclamation offering a reward of $300.00 for the apprehension of unknown parties who murdered Wm. Badgley in Clay County.

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